

# Probation Services Task Force Interim Report

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Judicial Council of California
Administrative Office of the Courts
California State Association of Counties

## **Contact Information**

All correspondence should be addressed to the Probation Services Task Force at:

Judicial Council of California Administrative Office of the Courts Center for Families, Children & the Courts 455 Golden Gate Avenue San Francisco, CA 94102-3660

Telephone: 415-865-7701 Fax: 415-865-7217 TDD: 415-865-4272 email: probation@jud.ca.gov

This report is also available on our Web site at http://www2.courtinfo.ca.gov/probation/report.htm. For additional copies of this report, write to the address above.

## PROBATION SERVICES TASK FORCE

#### Task Force Members

HON. PATRICIA BAMATTRE-MANOUKIAN, CHAIR Acting Presiding Justice Court of Appeal of the State of California Sixth Appellate District

HON. DENNY BUNGARZ Supervisor, Glenn County

HON. TRISH CLARKE Supervisor, Shasta County

MR. ALAN M. CROGAN Chief Probation Officer San Diego County

MR. WILLIAM H. DAVIDSON Chief Probation Officer Merced County

HON. RONN DOMINICI Supervisor, Madera County

HON. TERRY FRIEDMAN Superior Court of California, County of Los Angeles

Ms. SHEILA GONZALEZ Regional Administrative Director Southern California Administrative Office of the Courts

MR. BRYCE JOHNSON Probation Officer Mariposa County

MR. MICHAEL D. JOHNSON County Administrative Officer Solano County

MR. PHIL KADER Probation Services Manager Fresno County HON. WILLIAM S. LEBOV Superior Court of California, County of Yolo

MR. BILL MAHONEY Assistant County Executive Officer Orange County

HON. KEVIN M. MCCARTHY Superior Court of California, County of San Francisco

MR. RALPH MILLER
President, Los Angeles County Probation Union

HON. MIKE NEVIN Supervisor, San Mateo County

HON. FRANK J. OCHOA Superior Court of California, County of Santa Barbara

MR. JOHN P. RHOADS Chief Probation Officer Santa Cruz County

MR. MICHAEL M. RODDY Regional Administrative Director Northern/Central California Administrative Office of the Courts

#### જાજાજ

#### **FORMER TASK FORCE MEMBERS**

HON. JUAN ARAMBULA Supervisor, Fresno County

HON. BARBARA MCIVER Supervisor, Tehama County

#### Task Force Staff, Liaisons, & Consultant

#### **ADMINISTRATIVE OFFICE OF THE COURTS**

#### **PROJECT STAFF**

Ms. AUDREY EVJE, Attorney Center for Families, Children & the Courts

#### LIAISON

Ms. June Clark, Attorney
Office of Government Affairs

#### જજજ

#### **CONSULTANT TO THE TASK FORCE**

MR. ALAN SCHUMAN

#### **CALIFORNIA STATE ASSOCIATION OF COUNTIES**

#### **LIAISONS**

Ms. ELIZABETH HOWARD Senior Legislative Analyst

MR. RUBIN LOPEZ Legislative Representative

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- Probation Services Task Force

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## EXECUTIVE SUMMARY

This report contains the findings and recommendations of the Probation Services Task Force (task force), an 18-member body formed in August 2000 to undertake a comprehensive examination of probation in California. Although it has identified certain recommended practices and made key findings about the current status of probation in California, the task force proposes that the work be extended 18 months to study and develop a comprehensive, long-term plan for probation services, facilities, governance, and funding. This report details the scope of the task force's examination, summarizes input from stakeholders around the state, makes recommendations aimed at enhancing probation service delivery, and sets forth a proposed work plan for continued study.<sup>1</sup>

#### General Profile of Probation in California: Organizational Structure and Funding

Probation occupies a unique and central position in the justice system. It links the many diverse stakeholders, including law enforcement; the courts; prosecutors; defense attorneys; community-based organizations; mental health, drug and alcohol, other services providers; the community; the victim; and the probationer. Probation departments in California's 58 counties currently serve an estimated 430,000 probationers. Of the total probation population, about 23 percent are juveniles and 77 percent are adults. Next to Texas's, California's probation population is the largest of any state in the nation.

The organizational structure of probation in California is unique. Nationally, organizational models vary among one of six basic structures. Governance resides in (1) a state-level executive agency, (2) the state-level judiciary, (3) the local judiciary, (4) a local executive agency, (5) a combination of state and local executive agencies, or (6) both a local executive agency and the judiciary. As depicted in table 1, California is the only state to follow the last option, a combination local judicial and executive governance model.<sup>2</sup>

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<sup>&</sup>lt;sup>1</sup> This report, working documents, and appendixes can be found at the Probation Services Task Force Web site at www2.courtinfo.ca.gov/probation.

<sup>&</sup>lt;sup>2</sup> B. Krauth and L. Linke, State Organizational Structures for Delivering Probation Services (1999). State Organizational Structures for the Delivery of Probation Services (June 1999) table 3: Primary Funding Sources for Adult Probation Services, p. 8.

Table 1. Probation Departments: Organizational Options

Organizational Structure	Number of States	Percentage
State-level executive agency	30	60%
State-level judiciary	8	16%
Local judiciary	5	10%
Local executive agency	3	6%
State and local executive agencies	3	6%
Local executive agency and judiciary*	1	2%

<sup>\*</sup> California

Another defining characteristic of probation departments is the source of funding. California is one of two states in the nation in which the state is not a primary funding source (see table 2). As this report discusses in greater detail in sections III and IV, limited-term federal and state grant funding has increased in the past several years. However, the state does not provide a stable or continuous revenue stream in support of probation services in California.

Table 2. Primary Funding Sources for Adult Probation Services

State Government	Local Government	State + Local Government
AL, AK, CO, CN, DE, FL, GA, HI, ID, ME, MD, MA, NC, OR, RI, TA, VA [18]	[0]	AZ, KS, MN, NE, NJ, PA, SD [7]
AR, IA, KY, LA, MI, MS, MO, MT, NV, NH, NM, ND, OK, SC, UT, VT, WA, WI, WY [19]	<b>CA</b> , IN [2]	IL, NY, OH, TX, WV [5]

Note: The shaded portion shows, for each funding source category, which states receive supplemental funding from offender fees.

Of the 50 states, the majority—36 states (70 percent)—support probation primarily from state government appropriations. Of these, 19 states receive supplemental funding through offender fees. Another 12 states (24 percent) are supported through combined state and local funding. Only California and Indiana receive primary funding exclusively from local government; both states also draw upon offender fees to offset costs.<sup>3</sup>

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<sup>&</sup>lt;sup>3</sup> *Ibid*.

#### National Trends in the Delivery of Probation Services

National research indicates that probation departments generally are suffering from declining resources in the face of increasing service demands. From 1990 to 1999, adult probation populations increased steeply, with the adult probation population growing by 41.3 percent.<sup>4</sup> And while the prison population increased by 68.8 percent during the same period, probation nevertheless handles the majority of adult offenders: 60 percent of all adult offenders in 1999.<sup>5</sup> National data on juvenile populations shows a similar growth in population.<sup>6</sup> Funding to support the expansion of probation services to meet growing needs has not materialized. Probation departments receive less than 10 percent of state and local government funding for corrections and, compared to appropriations for prisons, probation funding has been on the decline for 30 years. As one national corrections expert puts it, probation is simply doing more with less.<sup>7</sup>

#### California's Probation Population

California experienced a significant change in the probation population during the years 1991 to 1999, with the total adult population increasing approximately 7 percent. Perhaps more significantly, as depicted in chart 1, the probation population has become markedly more violent. The number of adult probationers sentenced for a felony offense nearly doubled from 1990 to 1999, growing from approximately 130,000 to 245,000. During this same time, the number of adults sentenced to probation for misdemeanor offenses decreased by approximately 46 percent. This stark change in the probation profile—with over 70 percent of adult probationers in 1999 being sentenced for a felony offense—clearly has placed different and more intensive service demands on probation departments. The number of juveniles on probation also has increased during the past decade; from 1989 to 1999, the number of juvenile probationers grew from approximately 172,000 to 210,000.9

<sup>&</sup>lt;sup>4</sup> American Probation and Parole Association, Adult Probation in the United States: A White Paper. Prepared for the Probation Services Task Force, California Administrative Office of the Courts (Sept. 2000), p. 10 <a href="http://www2.courtinfo.ca.gov/probation/reference.htm">http://www2.courtinfo.ca.gov/probation/reference.htm</a>. Hereafter referred to as Adult Probation White Paper. Citing Bureau of Justice Statistics. *U.S. correctional population reaches 6.3 million men and women: Represents 3.1 percent of the adult U.S. population* news release(July 23, 2000). Washington, D.C.: U.S. Department of Justice.

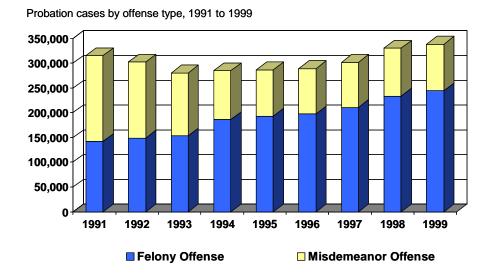
<sup>5</sup> *Ibid.* 

<sup>&</sup>lt;sup>6</sup> American Probation and Parole Association, Juvenile Probation in the United States: A White Paper. Prepared for the Probation Services Task Force, California Administrative Office of the Courts (Sept. 2000), p. 15 <a href="http://www2.courtinfo.ca.gov/probation/reference.htm">http://www2.courtinfo.ca.gov/probation/reference.htm</a>. Hereafter referred to as Juvenile Probation White Paper. C. Puzzanchera et al., *Juvenile Court Statistics* 1997 (Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention, 2000).

Adult Probation White Paper, p. 12; Juvenile Probation White Paper, p. 15.
 California Department of Justice, *California Criminal Justice Profile* (1999a)
 http://justice.hdcdojnet.state.ca.us/cjsc\_stats/prof99/00/7.htm> (as of Dec. 20, 2001).
 J. Worrall et al., *Does Probation Work? An Analysis of the Relationship between Caseloads and*

<sup>&</sup>lt;sup>9</sup> J. Worrall et al., *Does Probation Work? An Analysis of the Relationship between Caseloads and Crime Rates in California Counties* (Sacramento: The California Institute for County Government, 2001), p.3.

Chart 1: Felony Offenses as a Share of Adult Probation Caseload in California



#### Examination of California's Probation Services: A Vast Undertaking

The members of the task force approached their examination of probation services with enthusiasm and commitment. To the best of their knowledge, such a thorough and multidisciplinary examination of probation services in California had never before been undertaken. The sheer size of the state and its probation population, the unique organizational and funding structures currently in place, and the lack of a similarly positioned jurisdiction with which to draw comparisons rendered the examination a remarkably daunting task. Another critical challenge presented itself: the lack of a core data set meant that fundamental demographic, departmental, and program/service information was not available to answer the critical question, "What *is* probation in California?" Nevertheless, the task force set out to discover the extensive menu of innovative probation services delivered in the state, elicited broad public opinion on probation through an extensive outreach effort, and tackled a vast set of issues in a search to develop ideas and strategies for enhancing a system that, despite fiscal limitations, has established a number of exemplary services.

One of the task force's major undertakings in search of data and information about present-day probation structures, practices, and operations was an extensive outreach effort that sought input from both the recipients and providers of probation services and from other key stakeholders in the system. Nearly 900 participants contributed to the vast body of information gathered and examined by the task force: through site visits, outreach sessions, probationer roundtables, and/or written surveys. This input in many instances confirmed speculation about the difficulties, both fiscal and operational, facing

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probation departments as much as it highlighted a multitude of exemplary and innovative practices being implemented in many jurisdictions. After 15 months of extensive information gathering and examination of alternative models from other states, the task force has developed 18 specific recommendations that in whole or in part are appropriate for implementation in the short-term and near future. However, as the task force worked through the complex and interrelated issues connected to the governance and service-delivery aspects of probation, it concomitantly discovered that to address its charge more completely, with a view toward developing a new approach and governance structure for probation in the future, it would require a second study phase of 18 months.

#### **Fundamental Principles**

The establishment of general principles that helped focus and guide discussions marked a major milestone in the task force process. These principles marked five critical points of consensus and reflected a clear desire on the part of task force members to work collaboratively toward a more efficient model for probation that builds upon existing successes. The five fundamental principles developed in the first phase of the task force's effort will serve as the basis for future work, and any subsequent recommendations or models will also be guided by these principles.

#### The Five Fundamental Principles of the Probation Services Task Force

**PRINCIPLE 1.** Authority over and responsibility for the conduct, support, funding, oversight, and administration of probation services, including the appointment of the CPO, must be connected.

**PRINCIPLE 2.** Courts and counties should develop and implement partnerships to administer probation departments and work collaboratively to ensure appropriate levels of services, support, funding, and oversight.

**PRINCIPLE 3.** Probation services should be administered primarily at the local level.

**PRINCIPLE 4.** Standards with measurable outcomes are necessary.

**PRINCIPLE 5.** Adult and juvenile probation services should be administered in a single department.

#### Structure of the First Report

The pages that follow represent, in effect, a report on the first phase of the task force's examination. Section I offers a brief legislative and historical background to the establishment of the task force and then sets out its composition, charge, and processes for eliciting input from stakeholder groups. Section II sets forth the task force's fundamental principles, which served as a basis for examining alternative models for probation and which will continue to guide task force discussion in the future.

Three sections, sections III, IV, and V, describe the essence of the task force's work. Section III describes the fundamentals of probation in general and also outlines the key events and legislative actions that have shaped probation in California in the past 25 years. Section IV details the current structure of probation, including the core issues of governance, funding, and services. Section V describes the process by which the task force set out to create a new model for probation, and it lays out the 18 recommendations being advanced at the end of its first phase of the examination.

Section VI outlines the scope of the task force's next steps in the second phase of its study, and section VII delineates the task force's 18 specific recommendations.

#### Summary of Principal Findings

Several important themes emerged during the task force's examination, which led to the following findings:

- Probation occupies a unique and central position in the local and state criminal justice structure. It serves as a linchpin of the criminal and juvenile justice system and is the one justice system partner that regularly collaborates with all stakeholders as an offender moves through the system.
- Probation departments are and have been sorely underfunded for many years, and recent program expansions have been largely supported by one-time grants. There is a clear need to move away from a patchwork funding model and toward the establishment of an adequate and stable funding base for probation in California.
- Despite fiscal and operational challenges facing probation departments, many exemplary programs are at work in California. Probation departments must be encouraged to borrow from proven practices and, when appropriate, to reallocate existing resources to achieve greater program efficiencies.

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- Probation services tend to focus on the juvenile population, both preoffense (prevention and intervention programs) and postadjudication. This phenomenon can be attributed in large part to the fact that funding augmentations for probation programs in recent years have been earmarked exclusively for juvenile services.
- The focus on juvenile services means that the limited number of remaining staff and resources are often insufficient to properly supervise the adult probation population. All jurisdictions surveyed during this examination report banking some measure of their caseloads, 10 which often includes a significant population of serious, even violent, offenders in need of direct and intensive supervision. It is widely believed that resources currently devoted to adult probation services are inadequate.
- Limited availability of funding in the 1980s and early 1990s greatly slowed probation department recruitment and hiring. As a result, there is a broad experience gap because of the lack of journey- and mid-level employees.
- Probation does not share the status enjoyed by other public safety agencies in the community. Task force members recognize the need to address the status of probation in the community, to encourage discourse about the unique and critical role of probation, and to raise public expectations about the services and function of probation agencies.
- The current chief probation officer appointment and removal process relies on statutory language that is unclear and results in divergent practices from jurisdiction to jurisdiction. Greater clarity and uniformity in the appointment, evaluation, and removal process are warranted.
- The size and complexity of California's probation system makes it difficult to borrow from other state's operational models and structures. The task force must focus on developing a probation governance model that fits the unique requirements and circumstances of our state and that contains adequate flexibility to accommodate local needs.

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<sup>&</sup>lt;sup>10</sup> A banked case is one in which the probationer is only rarely or intermittently monitored for compliance with court orders due to insufficient resources to provide appropriate levels of supervision.

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#### Task Force Recommendations

From its initial phase of study, the task force advances the following recommendations:

RECOMMENDATION 1: Probation departments must have stable and adequate funding to protect the public and ensure offender accountability and rehabilitation.

RECOMMENDATION 2: Further study is needed to evaluate and develop a California Probation Model that conforms to the task force's fundamental principles and addresses the governance, structural, and fiscal concerns facing local probation departments.

RECOMMENDATION 3: Probation departments should develop and annually review mission statements with clearly defined goals and objectives.

RECOMMENDATION 4: Probation departments should incorporate measurable outcomes in developing goals and objectives.

RECOMMENDATION 5: Probation departments should develop a common statewide language to facilitate communication, delivery of services, and comparisons across jurisdictions.

RECOMMENDATION 6: Probation technology resources should be reconfigured and augmented to enhance statewide communication and improve operational systems, resource allocation, and capacity for evaluation.

RECOMMENDATION 7: Probation departments should develop assessment and classification systems and tools as part of an effective case management strategy.

RECOMMENDATION 8: Probation departments should establish a graduated continuum of services and sanctions to respond to the needs of each offender.

RECOMMENDATION 9: Prevention and early intervention efforts in appropriate cases should be an essential component of effective and meaningful probation services.

RECOMMENDATION 10: Courts and counties should develop and implement partnerships and work collaboratively to ensure appropriate levels of services for adult and juvenile offenders.

RECOMMENDATION 11: Probation departments should adopt workload standards rather than caseload ratios.

RECOMMENDATION 12: Probation officers should be trained to ensure that children's educational rights are investigated, reported, and monitored.

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RECOMMENDATION 13: Probation departments should, whenever appropriate, support the efforts of parents and schools to identify children with exceptional needs or other educational disabilities to provide proper educational services.

RECOMMENDATION 14: Probation departments should work with schools and education agencies to ensure that juveniles in custody and on probation receive the educational services and appropriate curriculum provided required by law.

RECOMMENDATION 15: Probation departments should work with education agencies to ensure that adult probationers have access to educational and/or vocational services.

RECOMMENDATION 16: Juvenile detention reforms should be developed and implemented to ensure that juveniles are appropriately detained and to reduce overcrowding in detention facilities.

RECOMMENDATION 17: Probation departments should consider an approach to probation that balances offender accountability, victim restoration, competency development, and community collaboration.

RECOMMENDATION 18: In conjunction with any change to the probation model in California, a change in name for probation should be considered to better reflect probation's function and status.

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## SECTIONI

## The Task Force: Its Composition, Charge, and Process

This section of the report contains a discussion of the history of the Probation Services Task Force (task force), its charge, subcommittee structure, and resources.<sup>11</sup>

#### HISTORICAL AND LEGISLATIVE BACKGROUND

In large part, the task force arose out of discussions between the Judicial Council and the California State Association of Counties (CSAC). The Judicial Council and CSAC have had a longstanding interest in evaluating probation structures and services in California. Several legislative efforts to alter the chief probation officer (CPO) appointment and

removal process<sup>12</sup> highlighted the need to form a task force to examine these issues in a comprehensive manner. Structural changes resulting from the passage of the Lockyer-Isenberg Trial Court Funding Act<sup>13</sup> also pointed to the need for an examination of probation in California.

From the county perspective, it is important to note the increased tension brought to bear by the 1997 Trial Court Funding Act, which enacted a major restructuring and realignment of fiscal and operational responsibilities for California's trial courts. Specifically, this act transferred financial responsibility for the trial courts from counties to the state and began a process of defining and separating the functions of courts and counties. The restructuring

# Key Factors in the Creation of the Task Force

- Recognized need to examine governance structure;
- → Historic underfunding of probation departments and increasing demand for services;
- → Joint court/county interest in evaluating probation services in California; and
- → Restructuring following 1997 Trial Court Funding Act.

exacerbated, in some counties more than others, the preexisting imperfections in the probation governance structure. Probation and, up to the passage of the Trial Court Funding Act, the courts have historically been funded at the county level. Today, overall management and budgetary responsibility for probation remains with the counties, but, in the vast majority of counties, the appointment authority for the CPO resides with the

Section I: The Task Force: Its Composition, Charge, and Process

<sup>&</sup>lt;sup>11</sup> This report, working documents, and appendixes can be found at the Probation Services Task Force Web site at www2.courtinfo.ca.gov/probation.

<sup>&</sup>lt;sup>12</sup> The most recent legislative proposals—none of which has been enacted—include Assem. Bill 1303 (Thomson, 1999), Assem. Bill 1519 (Floyd, 2000), and Assem. Bill 765 (Maddox, 2001). As introduced, AB 1303 would have amended Pen. Code, § 1203.6 by investing the board of supervisors with the authority to appoint and remove the CPO where authorized by local ordinance or by county charter. AB 1519, as introduced, would have repealed Welf. & Inst. Code, §§ 270 and 271 and would have amended Pen. Code, §§ 1203.5 and 1203.6 to make the CPO an elected official. It subsequently was amended to establish an appointment process through a sevenmember multidisciplinary commission and to set forth minimum experience and educational standards for the CPO. AB 765 would also amend Pen. Code, §§ 1203.5 and 1203.6 and would place the CPO appointment authority with a six-member selection committee. It, too, would establish minimum experience and employment standards for the CPO and would repeal Welf. and Inst. Code, §§ 270 and 271.

<sup>&</sup>lt;sup>13</sup> Stats. 1997, ch. 850.

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court, a state-funded entity. While examples of counties in which collaborative partnerships between the judicial and executive levels of government exist, other counties have struggled with budgetary, management, and liability issues. At a minimum, county representatives sought through the task force process greater clarity with respect to governance issues and a more rational connection among fiscal responsibility, oversight, and authority.

Furthermore, as confirmed by task force survey results, probation departments endured significant financial constraints in the previous decade. Funding has eroded into a patchwork of support based in many instances on grant funding—circumstances that led many departments to make difficult, but reasoned decisions to pursue programs for which funding was available. Consequently, service levels vary greatly by county, and because juvenile prevention and intervention programs enjoyed more sustained—albeit not necessarily sufficient for statewide needs—legislative and state budget support, adult probation services in many counties suffered.

In early 2000, the Judicial Council and CSAC mutually concluded that a multidisciplinary task force to examine probation issues was the optimal forum for achieving meaningful review and for recommending potential system reforms. The task force set out to examine the current status of probation with a view toward improving the delivery of services, securing more regular and stable funding sources for both adult and juvenile programs, and establishing more sure footing for the system as a whole for the coming years.

#### TASK FORCE COMPOSITION

In August 2000, Chief Justice Ronald M. George appointed the 18 members to the Probation Services Task Force and, to serve as nonvoting chair, an appellate justice. The Chief Justice made appointments based on nominations by the following organizations: CSAC; the Judicial Council; the Chief Probation Officers of California (CPOC); and the California Probation, Parole and Correctional Association (CPPCA). Representation on the task force is divided evenly among the courts, counties, and probation organizations. Members were selected from different regions of the state and from different county types (urban, suburban, and rural) to ensure balanced representation. The task force composition is detailed in table 3, including the number of appointments and criteria used by each appointing entity.<sup>14</sup>

<sup>&</sup>lt;sup>14</sup> A list of task force members and their respective biographies is included in appendix A and at the task force Web site.

Table 3. Task Force Member Appointment Criteria

Representative	Number of Appointments	Appointed By	Criteria
Nonvoting chair	1	Judicial Council	Appellate justice
County	6	CSAC	Urban, suburban, and rural; north, central, and south
Court	6	Judicial Council	Urban, suburban, and rural; north, central, and south
Probation chiefs	3	1: Judicial Council	Urban, suburban, and rural; north, central, and south
		1: CSAC	Horiri, certifal, and seath
		1: CPOC	
Probation officers	3	1: Judicial Council	Urban, suburban, and rural;
		1: CSAC	north, central, and south
		1: CPPCA	

#### TASK FORCE CHARGE

The task force's charge is broad and complex. It directed the members to identify and evaluate issues as diverse as funding, services, appointment practices, organizational structures, and the relationship between probation and the courts.

#### The Charge of the Probation Services Task Force

The task force's charge is to (1) assess the programs, services, organizational structures, and funding related to probation services provided by counties to the courts, probationers, and the public and (2) formulate findings and make policy recommendations to the Judicial Council, CSAC, the Legislature, and the Governor following this assessment. The broad issues relating to probation under examination include the following:

- Identifying and evaluating practices and options for funding probation services;
- Identifying the nature and scope of probation services provided by counties to the courts, probationers, and the general public;
- Identifying and evaluating practices and options for the appointment and accountability of the CPO;
- Identifying and evaluating various organizational structures for adult and juvenile probation services;
- Identifying and evaluating practices of other jurisdictions with regard to the range and level of probation services, organizational structure, and funding; and
- Identifying the appropriate relationship between probation and the courts as it relates to court services and alternatives for achieving the preferred outcome.

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The task force addressed each of the issues delineated in the charge. It used the charge as the departure point for each of its outreach roundtables, which are discussed more fully later in this section, and sought input on any and all of the broad policy areas. What became clear through the task force's work is that the issues set out in its charge are fundamentally interrelated and at the same time vexingly complex. A discussion of services necessarily triggers consideration of fiscal matters, while appointment practices are clearly linked to organizational structures. As this report concludes, the task force recommends that it extend its timeline an additional 18 months, to June 2003, so that it might fully address its charge. The sections that follow describe the depth of the task force examination thus far and point out the areas that require additional study.

#### TASK FORCE PROCESS

To carry out its charge, the task force convened public meetings on a regular basis to discuss ongoing work and develop findings and recommendations. At these meetings, national experts were brought in for consultation. Outreach strategies aimed at gathering input from those delivering and receiving probation services were developed to educate the task force regarding probation and to allow inclusion of as many stakeholder groups as possible in the task force process.

The task force formed two subcommittees: the Relationship of Probation to Court and County Subcommittee (the governance subcommittee), which examined governance issues, and the Services and Caseload Standards Subcommittee (the services subcommittee), which examined issues related to probation services. After initial review and development of ideas by the individual subcommittees, and using data from national experts, consultation with other jurisdictions, and stakeholder input, the task force as a whole reviewed and discussed subcommittee suggestions before developing recommendations.

As detailed in table 4, the task force met over a 15-month period at approximately bimonthly intervals. Subcommittees met frequently both in person and via conference call during and outside of the full task force meetings; all meetings were open to the public, and notices were posted on the task force Web site. Based on available information and on input gathered through outreach efforts, task force strategy was reviewed and altered as necessary. Nationally recognized experts in the fields of probation, corrections, and other relevant areas were invited to task force meetings to present information regarding both governance and service issues. 16

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<sup>&</sup>lt;sup>15</sup> The agenda and minutes of each task force meeting can be found at the task force Web site. Information from the subcommittee meetings was presented to the task force and is included in the full task force's minutes.

<sup>&</sup>lt;sup>16</sup> Despite the fact that task force members examined innovations in operational structures in five states—Arizona; Texas; Deschutes County, Oregon; New Jersey; and Iowa—it became clear that none of the models was immediately transferable to California.

Table 4. Date	s and Lo	ocations	of Task	Force	Meetings

Date	Location
September 29, 2000	San Francisco
October 26–27, 2000	San Francisco
January 11-12, 2001	San Francisco
March 22-23, 2001	San Francisco
May 17-18, 2001	Los Angeles
June 22, 2001	Sacramento
July 19–20, 2001	San Francisco
September 20–21, 2001	San Francisco
November 15–16, 2001	San Francisco
January 3, 2002	Conference call

#### INFORMATION RESOURCES PROVIDED TO THE TASK FORCE

Before appointment of task force members, the Administrative Office of the Courts (AOC) engaged the services of two consultants to provide background information on probation both nationally and in California. Mr. Carl Wicklund, Executive Director of the American Probation and Parole Association (APPA), drafted white papers on adult and juvenile probation.<sup>17</sup> which provided key demographic and statistical information regarding the delivery and structure of probation services nationally. 18 Simultaneously, Mr. Alan Schuman, corrections management consultant, conducted site visits in July and August 2000 to six probation departments for the purpose of establishing baseline information on the current status of probation in California. The AOC selected six counties for Mr. Schuman's preliminary snapshot study to collect information from a representative crosssection of California counties. The snapshot counties were Fresno, Glenn, Los Angeles, Placer, Santa Clara, and Santa Cruz, with more than 280 people interviewed. Mr. Schuman prepared reports on adult and juvenile probation for each of the six counties. Both the snapshot study and the national white papers followed an examination criterion established by Mr. Wicklund and Mr. Schuman. The consultants presented their findings to the task force at its first meeting in October 2000.<sup>19</sup>

<sup>&</sup>lt;sup>17</sup> American Probation and Parole Association, Adult Probation in the United States: A White Paper. Prepared for the Probation Services Task Force, California Administrative Office of the Courts (Sept. 2000) <a href="http://www2.courtinfo.ca.gov/probation/reference.htm">http://www2.courtinfo.ca.gov/probation/reference.htm</a>. Hereafter referred to as Adult Probation White Paper. American Probation and Parole Association, Juvenile Probation in the United States: A White Paper. Prepared for the Probation Services Task Force, California Administrative Office of the Courts (Sept. 2000)

<sup>&</sup>lt;a href="http://www2.courtinfo.ca.gov/probation/reference.htm">http://www2.courtinfo.ca.gov/probation/reference.htm</a>. Hereafter referred to as Juvenile Probation White Paper and the Juvenile Probation White Paper are available at the task force Web site.

<sup>&</sup>lt;sup>18</sup> A. Schuman, Executive Summary: California Six County Probation Sites. Prepared for the Probation Services Task Force, California Administrative Office of the Courts (Sept. 2000) <a href="http://www2.courtinfo.ca.gov/probation/reference.htm">http://www2.courtinfo.ca.gov/probation/reference.htm</a>. Hereafter referred to as Six County Executive Summary. This document is attached at appendix B; the individual county reports are available at the task force Web site. Alan Schuman's biography is included in appendix B.
<sup>19</sup> Mr. Schuman continued to participate in a consultant capacity for the duration of the task force proceedings in 2001. He brought to the task force discussions a vast history and experience in the

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#### Snapshot Study: Identified Areas of Common Concern

Results of the snapshot study clearly indicated that certain issues and areas of concern were of importance to all or most of the probation departments and would bear greater examination by the task force. These areas include, but are not limited to, the following:

- Monitoring and evaluation processes for probation services;
- Management information systems;
- Probation funding sources and long-term implications of reliance on grant funding;
- Automated and validated risk/needs tools;
- Probation supervision workload standards;
- Specialized court services;
- Staff development and training;
- Partnership with the judiciary;
- Partnership with other collaborative county departments; and
- Probation's status in the community.

The national white papers and snapshot study results provided the task force with critical background information and reference material for the course of its examination. At its first meeting, using the charge and these resource materials as a guide, the task force identified issues to explore during the year and drafted a preliminary work plan for its planned 12 to 15 months of study. The task force also used these resources to inform its discussion during the course of its work.

The task force anticipated concluding its work in the fall of 2001, with a final report and recommendations issued to the participating entities, the Governor, and the Legislature in late 2001. As the task force began to undertake its work, it also began to comprehend the breadth and complexity of the issues that confronted it. Furthermore, task force members, while considerably informed by the white papers and snapshot study results, learned that comprehensive data and statistics on probation services in California were not readily available to advance and strengthen the examination process. Early in its process, the task force recognized that although it would be able to make substantial progress toward addressing the numerous issues in the charge, more time would be necessary to fully examine the complex issues presented in the charge. Accordingly, the task force recommends an additional 18 months of study, to conclude in June 2003, to further pursue a California Probation Model that conforms to its fundamental principles.

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#### OUTREACH TO STAKEHOLDERS

In an effort to include as many stakeholders as possible in its examination, the task force

carried out extensive outreach efforts. These efforts included a statewide stakeholder survey, stakeholder roundtable discussions at multiple venues throughout the state, and roundtable discussions with probationers.<sup>20</sup> The task force reached approximately 460 stakeholders and more than 150 adult and juvenile probationers through these efforts. Results of these outreach efforts were provided to task force members on an ongoing basis. The information from the stakeholder survey, roundtables, and probationers informed the task force, educating members about probation throughout California and

Task force outreach efforts included a statewide stakeholder survey, stakeholder roundtable discussions at multiple venues throughout the state, and roundtable discussions with probationers. The task force reached approximately 460 stakeholders and more than 150 adult and juvenile probationers through these efforts.

providing a means of uncovering and evaluating issues for the task force to consider. These outreach efforts also allowed stakeholders not represented on the task force a way to participate in the process and gave the many parties involved in the probation system an opportunity to provide input.

#### Stakeholder Survey

In January 2001, the task force distributed a written survey for probation stakeholders in all 58 counties. The response rate was excellent, with 141 surveys from 56 counties returned.<sup>21</sup> The survey results provided information from the entire spectrum of the California probation experience, including courts, counties, and probation (chiefs and line staff) as well as prosecutors and defense attorneys. The input supplied the task force with a broad range of first-hand information regarding the views of participants and stakeholders.<sup>22</sup> This information was examined by the task force and used to gain a broad understanding of probation and probation services in California instead of to learn specific facts about any one probation department.

The survey instrument was distributed to potential respondents across the probation system. Certain stakeholder groups received only those portions of the survey that they were sufficiently positioned to answer. For example, only the CPOs received questions regarding agency staffing and workload, since they constituted the stakeholder group best equipped to provide accurate and updated information on staffing data. Table 5 shows the distribution of the survey to the selected stakeholders:

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<sup>&</sup>lt;sup>20</sup> Results of the outreach efforts are attached at appendixes C, D, and E, respectively, and are available at the task force Web site.

Of the 141 responses, 51 were from CPOs, 19 were from county representatives (board of supervisor members or county administrative officers), 44 were from court representatives (judges or court executive officers), 11 were from district attorneys, 12 were from defense attorneys, and 4 were from a solicitation to 100 randomly selected DPOs.

22 The Stakeholder Survey and Stakeholder Survey Results are contained in appendix C.

Table 5. Stakeholder Survey Distribution

	Board of Supervisors (BOS)/County Executive or Administrative Office	Court Presiding Judge (PJ)/Court Administrator (CA)	Chief Probation Officer (CPO)	Probation Officer (PO)*	District Attorney (DA)	Public Defender (PD)
Part 1: Agency Staffing and Workload			<b>√</b>			
Part 2: Probation Services	✓	✓	✓	✓	✓	✓
Part 3: Goals and Priorities of Probation Departments	<b>√</b>	<b>√</b>	<b>√</b>	<b>√</b>	✓	<b>√</b>
Part 4: Appointments, Evaluation, and Term of Chief Probation Officer	✓	<b>√</b>	<b>√</b>	<b>✓</b>		
Part 5: Opinions about the CPO Appointment System	✓	✓	✓	✓		

<sup>\*</sup> Sampling of deputy POs through State Coalition of Probation Organizations (SCOPO).

#### Stakeholder Roundtables

As a means of opening the task force process to public input, the task force and staff organized roundtable discussions with various stakeholders, including judges, county supervisors, probation officers, public defenders, and district attorneys. Approximately 325 stakeholders participated in these roundtable discussions; Table 6 lists the various stakeholder groups, stakeholder events, and the number of stakeholders participating.

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### Table 6. Stakeholder Roundtables

Date	Event	Location	Stakeholders	Total Number of Participants at Event	Number of Participants in PSTF Roundtable					
12-7-00	Beyond the Bench Conference	Los Angeles	Multidisciplinary dependency-focused conference for judges, court executives, attorneys, social workers, and probation officers	940	65					
1-20-01	California Public Defenders' Association Juvenile Conference	Monterey	Public defenders and private defense counsel	250	23					
1-26-01	Juvenile Delinquency and the Courts Conference	San Diego	Multidisciplinary delinquency-focused conference for judges, district attorneys, public defenders, probation, community, victims, and social services	550	39					
2-1-01	California Judicial Administration Conference			490	28					
3-14-01	Chief Probation Officers of California (CPOC) Quarterly Meeting	Sacramento	Chief probation officers	48	48					
4-5-01	California State Association of Counties (CSAC) Spring Legislative Conference	Sacramento	County board of supervisor members, county administrative officers, and other county personnel	250	50					
4-5-01	Juvenile Law Institute Conference	Costa Mesa	Juvenile court judicial officers	200	24					
4-27-01	State Coalition of Probation Organizations (SCOPO) Conference	obation Organizations officers		17	17					
5-18-01	Center for Families, Children and the Courts Family Violence and the Courts Conference	Los Angeles	Multidisciplinary domestic violence stakeholders	400	13					
6-7-01	California District Attorneys' Association Conference	Sacramento	District attorneys	18	18					
	Total Number of Outreach Stakeholders									

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Table 7 indicates the major themes that emerged during the roundtable discussions, with examples of the general type of comment or content that was classified under each column heading. Table 8 cross-references these major themes (column headings) to stakeholder groups (row headings), with check marks designating which of these themes appeared to be of importance to individual stakeholder groups.<sup>23</sup> The information in these tables should be approached with some caution as it merely reflects a cataloguing of stakeholder input for purposes of showing the reader the breadth of the type of comments raised and may not reflect the totality of issues of concern to stakeholders or demonstrate the weight of concern for a particular issue.

<sup>&</sup>lt;sup>23</sup> A complete compilation of roundtable stakeholder commentary is included in appendix D. Stakeholder responses are the opinion of the speaker and have not been adopted by the task force.

## Table 7. Major Themes Raised by Stakeholders during Outreach Efforts

Thematic Category	Examples of General Content for Theme
Caseload	Caseload levels
	<ul> <li>Differences in caseload sizes for specialized programs (e.g., domestic violence or drug courts)</li> </ul>
	Banked caseloads
CPO Issues	Appointment, performance, and evaluation issues
	<ul> <li>Relationship of CPO to local judicial and executive branches</li> </ul>
DPO Issues	<ul> <li>General employment issues (e.g., training, recruitment and retention, compensation, equipment/arming, attrition to other law enforcement agencies, and retirement)</li> </ul>
Facilities	Conditions of confinement and overcrowding
	Disproportionate minority confinement
Funding	Need to establish adequate, stable funding source
	Grant funding
Interstate Compact	Interstate compact for supervision of offenders
Relationships	<ul> <li>Governance and structural issues (i.e., co-location of adult and juvenile services in a single department)</li> </ul>
	<ul> <li>Relation of probation's functions to court and county structures</li> </ul>
	Court and county relations and impact of trial court funding reform
	<ul> <li>Coordination and collaboration among all county agencies involved in probation (e.g., social services and mental health)</li> </ul>
	Statewide coordination of probation departments
Services	Range of services provided by probation
	Best/promising practices
	<ul> <li>Specialized services for adults versus juveniles</li> </ul>
	Gender-specific services for juveniles
	Placement options
	Evaluation and assessment
	<ul> <li>Collaborative efforts with other local agencies (e.g., education, programs for the developmentally disabled, and mental health services)</li> </ul>
Services in	Need for assessment in juvenile hall
Juvenile Hall	Educational and mental health services
Technology	<ul> <li>Need for more effective use of technology to monitor and track probationers</li> </ul>
	<ul> <li>Integration of technology to improve delivery of services</li> </ul>
	<ul> <li>Connectivity with law enforcement, social services, and other local and state agencies</li> </ul>
Vision for	Unique dual role of probation
Probation	<ul> <li>Need to educate the public and work on improving the public's perception of probation</li> </ul>
	<ul> <li>Need to reexamine how probation has evolved and analyze where probation should be</li> </ul>
	<ul> <li>Critical value of and need for probation services in the continuum of justice system services</li> </ul>

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## Table 8. Stakeholder Themes

Stakeholder	Caseload	CPO Issues	DPO Issues	Facilities	Funding	Interstate Compact	Relationships	Services	Services in Juvenile Hall	Technology	Vision for Probation
ATTORNEYS						•			•	•	
Attorney (Children in Dependency)							<b>√</b>	✓			
Attorney, Youth Law Center								✓			
Defense Attorney	✓				✓		✓				
Deputy Public Defender			<b>√</b>		✓		<b>√</b>	✓			
District Attorney		✓	✓	✓	✓		✓	✓			✓
Private Defense Counsel			<b>√</b>								
Public Defender	✓		✓		✓		✓	✓	✓		
Others					✓						
COUNTY		•						•		•	
Supervisors and County Administrative Officers	<b>√</b>	<b>✓</b>	<b>√</b>	<b>√</b>	<b>√</b>		<b>√</b>	<b>√</b>		<b>~</b>	<b>√</b>
COURTS					l .	1	•	l.	•	•	l .
Judicial Officers	✓	✓	✓	✓	✓		✓	✓			✓
Court Executive Officer		✓	✓		<b>√</b>		<b>√</b>	✓			
Court Administration					✓			✓			
Others		✓									✓
PROBATION											
Chief Probation Officer	<b>√</b>	✓		✓	<b>√</b>		<b>√</b>	✓			✓
Probation Management	<b>√</b>	✓	<b>√</b>		<b>√</b>	<b>✓</b>	<b>√</b>	✓			
Deputy Probation Officer	<b>√</b>	✓	<b>√</b>	✓	✓		<b>√</b>	✓		<b>√</b>	✓
Others								✓			

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Stakeholder	Caseload	CPO Issues	DPO Issues	Facilities	Funding	Interstate Compact	Relationships	Services	Services in Juvenile Hall	Technology	Vision for Probation
SERVICE PROVIDERS											
Director of Children's System of Care					<b>√</b>		✓	<b>√</b>			
Domestic Violence Researcher	✓	<b>✓</b>	<b>✓</b>				✓	✓			<b>√</b>
Mental Health					✓			✓			
Social Worker								✓			
STATE AGENCIES											
State of California Court- Appointed Special Advocate (CASA) Director		<b>√</b>									
California Youth Authority					<b>√</b>		✓	✓		✓	
State Department of Social Services			<b>√</b>				✓	✓			
OTHERS			✓				✓	✓			

#### Probationer Roundtables

Task force members and staff also conducted roundtable discussions with more than 150 adult and juvenile probationers in three counties. Counties were selected demographically to include probationers in rural, suburban, and urban counties in

Over 150 adult and juvenile probationers in three counties were interviewed to elicit their perspectives and experiences as recipients of probation services.

northern, central, and southern California. Despite geographic and demographic differences, adult and juvenile probationers interviewed across the state expressed similar comments. The relationship of the probationer to his or her probation officer seemed to play a pivotal role in the probationer's perception of probation services received.

Some of the views and beliefs were broadly held, but other concerns were voiced by only one individual.<sup>24</sup> The paragraphs that follow, which summarize comments and perspectives of the probationers interviewed, reflect only a relatively small sample of probationers statewide and may not be supported by fact or research.

Adult probationers commented on numerous aspects of their experiences in probation, including their preferred treatment programs and the benefits they earn from different services. Most adult probationers indicated that while they did not enjoy being on probation, they believed that they benefited from it. They expressed a preference for specialized treatment programs such as drug court, substance abuse treatment, and batterers' treatment programs, stating that these services are particularly effective. Conversely, adult probationers indicated a dislike for community service obligations, indicating that the terms of these programs are excessive. However, probationers said that they feel a great sense of accomplishment when allowed to participate in community

Adult and juvenile probationers share common perceptions about their experiences in probation despite geographic and demographic differences.

service projects that they believe help their community or that are tied to their crime. Other service projects not directly related to the community or the crime are perceived as busy work. Adult probationers who had also been on probation as juveniles indicated that probation has improved over the years, especially with regard to provision of services and treatment by probation officers.

Like adult probationers, juveniles share common perceptions about probation despite geographic and demographic differences. Generally speaking, juvenile probationers would like more family and one-on-one counseling, field trips; programs designed specifically for teenagers, and job/vocational skills training. Individual opinions of programs varied depending on specific experiences, but several recurring program elements were identified by juvenile probationers as being valuable: (1) programs that

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<sup>&</sup>lt;sup>24</sup> Probationer roundtable comments are included in appendix E and can be found at the task force Web site.

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last 90 days or more appear more effective than short-term programs, (2) small classes and programs are preferred, (3) substance abuse treatment programs as part of residential group homes and juvenile drug court are perceived to be effective, and (4) frequent drug testing appears to serve as a deterrent to the use of drugs. Furthermore, juvenile probationers believe group homes help them learn responsibility, and they suggested that overall the personalities of the program staff and probation officer play a significant role in the effectiveness of any particular program.

#### CONCLUSION

The task force drew a great deal of information from the various outreach methods described in this section: written survey responses, stakeholder roundtable input, and adult and juvenile probationer dialogues. The contributions of consultants and other invited speakers before the task force also advanced the task force's examination. California's probation system, serving over 430,000 probationers statewide (98,739 juveniles and 332,414 adults);<sup>25</sup> the different operational methods in each of the 58 counties; and the absence of a single, comprehensive source of probation data hindered the ability of the task force to complete the scope of its study within the originally anticipated timeframe. As detailed in the pages that follow, the task force has made enormous progress in (1) outlining the scope of the challenges that face the probation system in California and (2) further defining its work plan. However, the task force concluded that its ability to make meaningful, long-term recommendations that would enhance probation services in California requires additional time for more stakeholder input, data collection, and a full examination of new and innovative service delivery models.

<sup>&</sup>lt;sup>25</sup> Bureau of Criminal Information and Analysis, Criminal Justice Statistics Center, Juvenile Probation Caseload as of December 31,1999; Department of Justice Statistics, news release (July 23, 2000) table 3: Adults on Probation, 1999.

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## SECTION II

## **Fundamental Principles**

Early in its examination, the task force recognized that each member held different ideas and assumptions about probation relative to the two core areas of study: governance and services. To guide discussion, focus the process, and enhance communication among members, the task force established fundamental principles. The development of these

principles represented a key milestone in the task force effort, giving the members a basis for examining the current delivery of probation services and for evaluating various alternative probation system models. These principles served as a basis for building consensus in regard to the work the task force has concluded thus far and will serve as a basis for future work in the areas of governance and services. Any recommendations or models adopted by the task force will be guided by these principles.

Fundamental Principles
The task force's five fundamental
principles will serve as the basis for
future work, and any recommendations
or models adopted by the task force

will be guided by these principles.

Numerous principles were presented and discussed by the task force. The five fundamental principles listed here were agreed to by a consensus of the task force and ultimately were adopted:

**PRINCIPLE 1.** Authority over and responsibility for the conduct, support, funding, oversight, and administration of probation services, including the appointment of the CPO, must be connected.

**PRINCIPLE 2.** Courts and counties should develop and implement partnerships to administer probation departments and work collaboratively to ensure appropriate levels of services, support, funding, and oversight.

**PRINCIPLE 3.** Probation services should be administered primarily at the local level.

**PRINCIPLE 4.** Standards with measurable outcomes are necessary.

**PRINCIPLE 5.** Adult and juvenile probation services should be administered in a single department.

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## SECTION III

#### **Probation Past**

This part of the report provides background information on the creation of probation in general and gives a historical accounting of the development of probation in California.

#### THE FUNDAMENTALS OF PROBATION

Probation is a judicially imposed suspension of sentence that attempts to treat and rehabilitate offenders while they remain in the community under the supervision of the

probation department. Probation has many advantages over incarceration. The cost of probation is a small fraction of the expense of institutional commitment. In its recent research brief on probation in California, the California Institute for County Government reports that annual probation services per probationer cost approximately \$3,060.<sup>26</sup> These costs represent a small percentage (12 percent) of the \$25,607 required to keep an offender in prison for one year.<sup>27</sup> Furthermore, adult and juvenile

Probation is a judicially imposed suspension of sentence that attempts to treat and rehabilitate offenders while they remain in the community under the supervision of the probation department.

probationers benefit from remaining in their communities and their homes. Adult probationers who are supervised in their community are better able to support themselves and their family, which increases their ability to pay restitution to the victim of the offense and continue to contribute to society. Juveniles who remain in the community maintain a family connection and family support, which is important to their upbringing. Perhaps most important, with the aid of the court and probation officer, the probationer may be rehabilitated through the use of community resources. The imposition of conditions appropriate to the offender and the crime also seeks to discourage probationers from committing new offenses.

Probation in the United States has a relatively short history, dating from the first half of the nineteenth century. John Augustus, a Boston shoe cobbler, is credited with being the father of probation. In 1841, at a time when sending an offender to prison was the preferred means of dealing with violations of the law, Augustus persuaded the Boston Police Court to release an adult drunkard into his custody rather than committing him to prison. Augustus's efforts at reforming his first charge were successful, and he soon convinced the court to release other offenders to his supervision. In 1843, Augustus broadened his efforts to children.<sup>28</sup>

<sup>28</sup> Juvenile Probation White Paper, p. 1.

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<sup>&</sup>lt;sup>26</sup> J. Worrall et al., Does Probation Work? An Analysis of the Relationship between Caseloads and Crime Rates in California Counties, supra.

<sup>&</sup>lt;sup>27</sup> Office of the Attorney General, Criminal Justice Statistics Center, <a href="http://caag.state.ca.us/cjsc/publications/misc/cinc/5cost.pdf">http://caag.state.ca.us/cjsc/publications/misc/cinc/5cost.pdf</a> p. 43 (as of Nov. 28, 2001).

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The legal basis for early probation efforts was the authority of the court, under common law, to suspend sentence and allow the convicted offender to remain at liberty upon condition of good behavior. It should be noted that the work of this first unofficial probation officer was controversial. Augustus's efforts were resisted by police, court clerks, and jailers, who were paid only when offenders were incarcerated.<sup>29</sup>

By 1869, the Massachusetts Legislature required a state agent to be present if court actions were likely to result in the placement of a child in a reformatory, thus providing a model for modern caseworkers. The agents were to protect the child's interests, investigate the case before trial, search for other placement options, and supervise the plan for the child after disposition. Massachusetts passed the first probation statute in 1878, mandating an official probation system with salaried probation officers. After Massachusetts's example, other states quickly followed suit, with 33 states enacting probation legislation by 1915. <sup>30</sup> By 1956, all states had adult probation laws. <sup>31</sup>

#### PROBATION IN CALIFORNIA

California authorized a system of adult and juvenile probation in 1903.<sup>32</sup> During the past 25 years, the budgets and programs of county probation departments have undergone numerous transitions owing to adjustments in local government and judicial priorities, changes in funding streams, and state and federal legislative actions. The history of probation in California that follows includes a review and timeline of significant legislative and budgetary events affecting probation services at the state level and service trends that have resulted.

Significant Events in the Past 25 Years

## ■ **1976**: Reinvention of the California Juvenile Court<sup>33</sup>

As a result of landmark legislation in 1976, juvenile court laws in California changed significantly. Among the major reforms enacted were (1) the introduction of the adversarial process to the juvenile court and (2) the imposition of limitations on the detention of wards who have not been alleged to have violated a law. These changes greatly expanded the role played by community-based organizations, police agencies, and other nonprobation staff in diversion, treatment, and temporary housing activities for the juvenile at-risk (runaway, beyond control, and predelinquent) population.

<sup>33</sup> Stats. 1976, ch. 1068.

<sup>&</sup>lt;sup>29</sup> A. R. Klein, "The Curse of Caseload Management" (1989) 13(1) *Perspectives* 27.

<sup>&</sup>lt;sup>30</sup> T. Ellsworth, "The Emergence of Community Corrections," in T. Ellsworth (ed.), *Contemporary Community Corrections* (Prospect Heights, Ill.: Waveland Press, 1996).

<sup>&</sup>lt;sup>31</sup> J. Petersilia, "Probation in the United States (Part 1)" (1998a, spring) 22(2) *Perspectives* 30–41.

<sup>32</sup> The adult system in Stats. 1903, ch. 35 (§ 1, p. 36) and the juvenile system in Stats. 1903, ch. 43 (§ 6, p. 44).

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## ■ **1977**: The Determinate Sentencing Law<sup>34</sup>

The passage of Senate Bill 42 in 1977 marked a major shift in the sentencing structure for most crimes committed by adults. The system changed from an indeterminate structure to one that followed a specified triad of sentence choices established by the Legislature for each crime. The establishment of a complex sentencing system and the ensuing modifications to the scheme through both legislative and judicial action have meant that probation officers now are required to have a strong working knowledge of the law so they can prepare presentencing reports, for example, or make appropriate recommendations of probation terms or imprisonment.

## ■ **1978–1979**: Proposition 13<sup>35</sup> and Proposition 4<sup>36</sup>

In 1978, Proposition 13 reduced the property tax revenues collected by local governments, which, in turn, reduced the overall level of resources counties had available to fund criminal justice and other programs. In 1979, Proposition 4 imposed limits on state and local government spending by establishing the state appropriations, or Gann (after the author of the measure), limit. The 1978–79 expenditure level serves as the base and is adjusted annually for population growth, inflation (using the lower of the percentage growth of the U.S. Consumer Price Index or California's per-capita personal income), and transfers of financial responsibility from one government entity to another.

Subject to the Gann limit are all tax revenues and investment earnings from these revenues; proceeds from regulatory licenses, user fees, and charges that exceed costs to cover services; and tax funds used for "contingency, emergency, unemployment, reserve, retirement sinking fund, trusts or similar funds." As a result of both Propositions 13 and 4, county discretionary funds were greatly diminished. The county departments that relied heavily on county general-fund support, including probation, experienced severe budget reductions. Probation departments lost funding for many programs and entered a long-term hiring freeze, the effects of which are still being felt today. As discussed later in this report, many departments face a large gap in experience, with a wave of probation officers approaching retirement age and a substantial group of officers with about five years of experience, with relatively few officers populating the middle range.

## • 1982: Victim's Bill of Rights<sup>37</sup>

Proposition 8 was the first of many efforts focused on the rights of victims. This initiative increased the responsibilities and duties of the probation officer by requiring notification of crime victims at various specified stages of the criminal and delinquency court processes.

<sup>&</sup>lt;sup>34</sup> Stats. 1976, ch. 1139.

<sup>&</sup>lt;sup>35</sup> Constitutional amendment.

<sup>&</sup>lt;sup>36</sup> Stats. 1977, ch. 47.

<sup>&</sup>lt;sup>37</sup> Proposition 8 (constitutional amendment).

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## ■ 1994: Three Strikes Law<sup>38</sup>

The Three Strikes law consists of two nearly identical statutory schemes—one a legislative bill and the second an initiative—designed to increase the prison terms of repeat felons. The legislative measure was signed into law as an urgency measure and became effective on March 7, 1994; the provisions of the initiative were effective later that same year, following voters' approval at the November 8, 1994, election. The Three Strikes law established significantly longer sentences for defendants who had either one or two prior convictions for crimes that were designated as serious or violent. Although the Three Strikes law was a major change in the criminal justice system, it had only a minimal impact on probation (e.g., longer probation reports for certain offenders).

## 1994: Expansion of Transfer of Juveniles to Adult Court<sup>39</sup>

Legislation enacted in 1994 lowered to 14 the age at which juveniles could be tried and sentenced as adults for certain offenses. This measure increased the number of fitness reports that probation needed to prepare and also required probation to detain juveniles for substantially longer periods of time.

## ■ 1996: Federal Welfare Law<sup>40</sup>

In 1996, the federal government established the Temporary Assistance to Needy Families (TANF) block grants, totaling \$16.5 billion. Grants were issued to states to extend assistance to low-income families. In California, \$164 million was set aside to support probation departments in the provision of 23 approved services, including mental health assessment and counseling; life skills counseling; anger management, violence prevention, and conflict resolution; after-care services; and therapeutic day treatment.<sup>41</sup>

The TANF block grant program must be reauthorized by September 30, 2002. At this time, there is uncertainty as to whether the funding level will be maintained. Should the overall block grant received by the state diminish, probation's proportionate share might be affected. Reduction or elimination of this funding would have a tremendously detrimental impact on probation departments and would likely result in the cutting back of services.

<sup>&</sup>lt;sup>38</sup> Stats. 1994, ch. 12, Proposition 184.

<sup>&</sup>lt;sup>39</sup> Stats. 1994, ch. 453.

<sup>&</sup>lt;sup>40</sup> Title IV of the Social Security Act.

<sup>&</sup>lt;sup>41</sup> Welf. & Inst. Code, § 18222.

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 1996 and 1998: Juvenile Crime Enforcement and Accountability Challenge Grant Program<sup>42</sup>

The Legislature began a major initiative in 1996 aimed at reducing juvenile crime and delinquency through the Juvenile Crime Enforcement and Accountability Challenge Grant Program. Pursuant to the first measure passed (the Challenge Grant I program), the Board of Corrections awarded \$50 million in demonstration grants to 14 counties for collaborative, community-based projects targeting at-risk youth and juvenile offenders.

Two years later, the Legislature amended the Challenge Grant program (referred to as Challenge Grant II) and provided \$60 million in additional funding for new demonstration grants. The Board of Corrections awarded three-year grants totaling over \$56 million to 17 counties for a broad range of programs expected to serve over 5,300 at-risk youth and juvenile offenders. Examples of the demonstration projects include residential treatment programs; independent-living programs; day reporting centers; truancy prevention; enhanced assessment, case management, and community supervision services; and coeducational academies.

Resources allocated for juvenile crime prevention and intervention programs through the two cycles of Challenge Grant program funding represent a major infusion of revenue in support of local, collaborative efforts, but all of this funding is in the form of one-time grants.

## ■ 1997-present: Construction Grants for Juvenile Detention Facilities

The Board of Corrections administers federal and state construction projects for adult and juvenile detention facilities. Federal support comes in the form of the Violent Offender Incarceration and Truth-in-Sentencing (VOI/TIS) incentive grant program, while state support for juvenile facilities comes in the form of a general-fund appropriation.<sup>44</sup>

Since 1997, the Legislature has appropriated over \$318 million in federal VOI/TIS funds to the Board of Corrections for distribution to counties as competitive grants. Nearly 90 percent of the funds (\$280 million of the \$318 million) has been earmarked for local juvenile detention facilities. Since fiscal year 1998–99, the Legislature has also made available state general-fund support totaling \$172 million for purposes of renovation, reconstruction, construction, and replacement of county juvenile facilities and the performance of deferred maintenance.

<sup>43</sup> Stats. 1998, chs. 500, 502.

<sup>&</sup>lt;sup>42</sup> Stats. 1996, ch. 133.

<sup>&</sup>lt;sup>44</sup> Board of Corrections, *An Overview of the Construction Grant Program* <a href="http://www.bdcorr.ca.gov/cppd/construction%20grant/coninfo.htm">http://www.bdcorr.ca.gov/cppd/construction%20grant/coninfo.htm</a> (as of Oct. 2001).

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## ■ **2000**: The Gang Violence and Juvenile Crime Prevention Act—Proposition 21<sup>45</sup>

In March 2000, California voters approved Proposition 21, the Gang Violence and Juvenile Crime Prevention Act. This initiative statute made sweeping changes to the adult and juvenile criminal justice systems and significantly changed the law regarding probation supervision for juveniles. For specified crimes and juvenile offenders, Proposition 21 shifts discretion away from the courts and probation to the prosecutor with respect to determining the appropriateness of adult court jurisdiction for certain crimes, and it grants full discretion to the prosecutor for the filing of probation violations. Further, the initiative requires that juveniles charged with certain serious offenses be adjudicated in criminal court, and it mandates a deferred-entry-of-judgment program in place of informal probation. In addition, the initiative changes laws for juveniles and adults who are gang-related offenders and for those who commit violent and serious crimes.

While the range of potential impacts is broad, the full impact of the initiative on the criminal justice system, and on the probation system specifically, remains unknown. Increased workload and operational pressures on probation are expected to be most pronounced in the following areas: increased monitoring and supervision required by the deferred-entry-of-judgment program; increased local detention costs in juvenile halls, particularly for youths being held while awaiting trial in adult court; increased transportation costs for moving juvenile defendants from detention to adult court; additional investigation and reporting duties for cases transferred to the adult court; and increased workload to ensure compliance with gang registration requirements. <sup>46</sup> Some of the workload demands brought on by the provisions of Proposition 21 may be in part offset by reductions in workload resulting from a diminution in the number of fitness hearings.

## 2000: The Substance Abuse Crime Prevention Act—Proposition 36

In November 2000, Californians approved the Substance Abuse Crime Prevention Act that requires certain nonviolent adult offenders who use or possess illegal drugs to receive drug treatment and supervision in the community, rather than being sent to state prison or county jail or supervised in the community without treatment. As a condition of parole or probation, the offender is required to complete a drug treatment program. Proposition 36 became effective July 1, 2001, so the full impact of the program has yet to be measured.

<sup>&</sup>lt;sup>45</sup> Several challenges to Proposition 21 have been raised, including a case that is currently before the California Supreme Court: *Manduley v. Superior Court of San Diego County* (2001) 86 Cal.App.4th 1198 [104 Cal.Rptr.2d 140] (S095992).

<sup>&</sup>lt;sup>46</sup> California State Association of Counties, *Proposition 21: Anticipated County Impact* <a href="http://www.csac.counties.org/legislation/juvenile\_justice/index.html">http://www.csac.counties.org/legislation/juvenile\_justice/index.html</a> (as of Jan. 2000).

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As a result of Proposition 36, probation departments already are experiencing workload pressures and increased operational costs from a number of sources, including (1) monitoring and supervision of a new population of probationers;<sup>47</sup> (2) assessing the eligibility and appropriate level of service for each participant and potential participants; and (3) drug testing. The effects on individual probation departments will vary by county and will depend on the structure of the local treatment program and the level of support, if any, that the probation department is receiving from Proposition 36 funding. The evaluation of the program's effects are just now getting underway, and it is likely that the results of the impact studies will not be known until after the programs have been up and running for a year or two.

#### Service Trends

The generally stricter laws passed in the late 1970s and disenchantment with the efficacy of offender treatment, combined with budget reductions in the early 1980s, reduced the involvement of the probation officer in direct-treatment services. The role of the probation officer evolved into one of a service broker, whereby services were delegated to community-based organizations. The need to "do more with less" meant that officers attempted to assess offender risk levels, supervised those probationers appearing most at risk, and assigned lower-end probationers to banked caseloads.

In the mid 1980s, stronger relationships with police agencies emerged in response to increased street gang activity and violent crimes. Several larger probation departments developed intensive supervision units to provide focused monitoring of gang members and other specialty caseloads. Some departments began arming probation officers and joined as partners in enforcement operations with police agencies. Intensive supervision was hands-on and became more intrusive in nature, involving increased field surveillance activities and Fourth Amendment waiver searches. The 1980s also were a period during which probation departments were dramatically limited in their ability to operate diversion, prevention, and intervention programs. Reduced funding and the ensuing loss of positions forced departments to scale back their front-end activities, leaving time only for the public-protection aspect of probation services, such as monitoring and surveillance activities.

In the 1990s, growing concern about the increasing problems with youth violence yielded a greater focus on the need for prevention efforts. General-fund appropriations remained low for discretionary probation services, so departments expanded activities to generate revenue, increased probation fee collections, and competed for grants to fund programs to work with youths and their families in a comprehensive manner. Also, the state took a

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<sup>&</sup>lt;sup>47</sup> Participants who enter the Proposition 36 program for the commission of a lesser crime may not otherwise have been placed under probation supervision.

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strong interest in youth violence prevention and devoted considerable grant funding to the development of local youth violence prevention and intervention strategies. Fiscal assistance for these efforts, however, was one-time in nature. Whether it will continue in a time of severe fiscal constraint will be tested in the upcoming budget year.

#### CONCLUSION

Probation was created in 1841 to provide a spectrum of punishment and rehabilitation services for offenders. Over time, the role of probation and the clients served by the system have evolved. Yet throughout its history, probation has retained as a core function and priority the provision of accountability for law violations in the community. Although changes during the past 25 years have affected the system, probation continues to provide quality service in a critical area without the luxury of unlimited resources. Probation provides numerous exemplary programs—many in partnerships with other county agencies—that set the stage for building on relationships and maximizing resources.

# SECTION IV

## **Probation Present**

This section describes the current structural elements of probation departments and details in general terms the procedures for appointing, removing, and evaluating CPOs. It furthers the discussion of problems related to the somewhat unpredictable fiscal mechanisms that fund current probation efforts.

Following a discussion of governance, which proved to be a decidedly complex issue for task force members, this section examines and describes a number of core service issues driven in large part by the issues and themes raised during outreach efforts, especially the written stakeholder survey.

Probation occupies a unique and central position in the local and state criminal justice structure. It serves as a linchpin of the criminal and juvenile justice systems and is the one justice system partner that regularly collaborates with all stakeholders as an offender moves through the system. Probation connects the many diverse stakeholders, including

law enforcement; the courts; prosecutors; defense attorneys; community-based organizations; mental health, drug and alcohol, and other services providers; the community; the victim; and the probationer.

The role and identity of probation departments have evolved substantially over the years, with developments in the past decade showing Probation occupies a unique and central position in the justice system. It links the many diverse stakeholders, including enforcement; the courts; prosecutors; defense attorneys; community-based organizations; mental health, drug and alcohol, and other services providers; the community; the victim; and the probationer.

extraordinary innovation in the face of fiscal challenge. Substantial variance exists in the types of services offered in each of the 58 counties. While state law mandates certain probation services in all counties, other programs are tested on a pilot or an otherwise limited-term basis, supported by a fixed cycle of grant funding. Local needs, community requirements, funding constraints, and the absence of statewide standards in most core program areas<sup>48</sup> have encouraged the growth of services and programs that best fit local needs.

Section IV: Probation Present

<sup>&</sup>lt;sup>48</sup> While statewide standards are in place in some areas such as custody facilities and staff training requirements, for other major program considerations, such as caseload, there are no mandated state guidelines. The task force recognizes (see fundamental principle 4) that further examination of the viability and efficacy of standards in other core areas may be beneficial, and this point will require further study in the second phase of the task force effort.

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#### **GOVERNANCE**

In 57 of the 58 counties, a single chief probation officer (CPO) has oversight and supervisory responsibility for the adult and juvenile services provided by the probation department. The City and County of San Francisco is unique in that it maintains separate adult and juvenile probation departments, each with its own CPO. In the vast majority of the counties, the court appoints the CPO. Structurally, however, probation departments are county agencies financed by the local executive branch, and the CPO is a county official who hires staff according to county procedures. This bifurcated governance system results in a wide range of variations in policies, procedures, and facilities among probation departments within California.

#### The CPO Appointment Process

The formal CPO appointment process is not uniform throughout the state, and, in many instances, informal practices—including collaborations with and consultations among courts, county officials, and other key stakeholders in appointment and removal decisions—have evolved, making exact accounting of official procedures in each county somewhat difficult. Task force survey results indicate that in 52 of California's 58 counties, the CPO is appointed and removed by the courts. The six counties in which the local board of supervisors appoints the CPO include major population centers such as Los Angeles and San Diego. In terms of the numbers of counties, the court-appointed CPO model is clearly prevalent; however, the county-appointed CPO model applies to jurisdictions that supervise a significant number of probationers in California. In the City and County of San Francisco, the court appoints the adult CPO, and a county commission appointed by the mayor appoints the juvenile CPO.

In part, the differences in appointment practices stem from statutory ambiguity and differing statutory interpretations. Statutory language can be interpreted to allow four methods of appointment and removal of the CPO: (1) county appointment authorized by county charter with relevant governing authority, <sup>52</sup> (2) county appointment authorized by county merit or civil service system with relevant governing authority, <sup>53</sup> (3) court appointment by the juvenile court presiding judge after nomination by the juvenile justice commission, <sup>54</sup> (4) court appointment of the adult probation officer by the trial court

<sup>&</sup>lt;sup>49</sup> The following statutes govern California's chief probation officer appointment process: Welf. & Inst. Code, §§ 225, 270, 271; Pen. Code, §§1203.5, 1203.6.

<sup>&</sup>lt;sup>50</sup> Task force survey results indicate that the board of supervisors appoints in the following counties: Los Angeles, Marin, San Diego, San Luis Obispo, Ventura, and Yolo. <sup>51</sup> Welf. & Inst. Code, § 271.

<sup>&</sup>lt;sup>52</sup> Ibid.

<sup>53</sup> Ibid.

<sup>&</sup>lt;sup>54</sup> Welf. & Inst. Code, § 270; Welf. & Inst. Code, § 225 mandates that each county have a juvenile justice commission and sets forth the composition of such commission and appointment process.

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presiding judge or a majority of judges.<sup>55</sup> Although the court appoints the vast majority of CPOs, the method by which the CPO is appointed varies. Courts have different interpretations of the role of the juvenile justice commission (e.g., whether the commission's nominations are binding or whether they serve to give the court guidance) and of the statutory basis for the appointment (e.g., whether the CPO should be appointed under the Welfare and Institutions Code, the Penal Code, or both). A second complication is that any given court or county may rely on the appointing authority under a specific statute, but as a practical matter, it may use a system that is all together different. In some jurisdictions, informal practices and traditions have evolved that may include the participation of other stakeholders in the appointment process. The task force recognizes the need to work toward clarity and uniformity in this area, while leaving appropriate flexibility for charter counties.<sup>56</sup>

The task force surveyed courts, counties, and probation departments regarding the local appointment process.<sup>57</sup> The majority of respondents indicated awareness that the court principally has the statutory authority to appoint the CPO. Most respondents also described varying levels and methods of communication between the court and county government regarding the CPO selection and appointment process. Task force members viewed this type of communication and partnership as a positive indication that a solid

basis exists for encouraging further collaboration in this process. Existing communication and collaboration models include the involvement, depending on the appointing entity, of some or all of the following partners: the local juvenile justice commission, <sup>58</sup> various configurations of the bench (e.g., one judge; the presiding judge of both the juvenile and criminal divisions; or a committee of judges), the board of supervisors, court executives, and county administrative officers.

Almost half of the survey respondents indicated that the appointment system works very well. In many of the counties where respondents indicated satisfaction with the appointment process, respondents pointed to existing partnerships involving the major stakeholders in the appointment process as the key to its effectiveness.

The stakeholder survey sought input on individuals' impressions of the current CPO appointment system. Almost half of the respondents indicated that the appointment system works very well. In many of the counties where respondents indicated satisfaction with the appointment process, respondents pointed to existing partnerships involving the major stakeholders in the appointment process as the key to its effectiveness.

<sup>&</sup>lt;sup>55</sup> Pen. Code, § 1203.5.

<sup>&</sup>lt;sup>56</sup> For the purpose of this report, discussion of the current appointment process will reference court and county appointment, without distinguishing the appointment method.

<sup>&</sup>lt;sup>57</sup> See Stakeholder Survey Results, pp. 60–70.

<sup>&</sup>lt;sup>58</sup> As mandated in Welf. & Inst. Code, § 270, "Probation officers in any county shall be nominated by the juvenile justice commission of such county in such manner as the judge of the juvenile court in that county shall direct, and shall be appointed by such judge."

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#### The CPO Evaluation Process

The task force also surveyed courts, counties, and probation regarding the current CPO evaluation process.<sup>59</sup> Of the responding counties, 36 of 55 (65 percent) indicated that a formal CPO evaluation process exists. Authority for conducting evaluations in most cases (85 percent) resides with the judiciary. According to the survey, the executive branch conducts approximately 25 percent of the CPO evaluations, indicating that in some counties in which the court appoints the CPO, the judges have placed the responsibility for evaluating CPOs in the hands of the executive branch. Of the jurisdictions that perform formal CPO evaluations, irrespective of the entity responsible for the evaluation, 77 percent conduct the performance assessments annually. County employee performance instruments and procedures are often used for purposes of evaluating the CPO. In some counties where no formal evaluation process exists, an informal process has developed. Twenty of the 55 responding counties have an informal process for evaluation of the CPO. In most instances, the presiding judge conducts this evaluation. In almost two-thirds of the counties where such an informal system has developed, the evaluation is conducted solely by the judiciary. The frequency of informal evaluations varies, ranging from three to five years, to "as needed," to "weekly meetings with judiciary."

The task force recognized the importance of the evaluation and addresses this issue in the recommendations pertaining to mission statements with goals and objectives.

#### The CPO Removal Process

Pursuant to Welfare and Institutions Code section 270, the "[p]robation officers may at any time be removed by the judge of the juvenile court for good cause shown; and the judge of the juvenile court may in his discretion at any time remove any such probation officer with the written approval of a majority of the members of the juvenile justice commission." In response to stakeholder survey questions on the CPO removal process, <sup>60</sup> more than half reported that CPOs serve "at will"—an employment status usually undertaken without a contract and that may be terminated at any time, by either the employer or employee, without cause. <sup>61</sup> However, task force members noted that litigation has occurred following the termination of CPOs that centers on the issue of whether cause is required for termination.

<sup>&</sup>lt;sup>59</sup> Stakeholder Survey Results, p. 63–65.

<sup>&</sup>lt;sup>60</sup> *Id.* at p. 66.

<sup>61</sup> Black's Law Dict. (7th ed. 1999) p. 545.

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Over half of the survey respondents stated that their counties have no formal process for CPO removal. In counties where a formal process for CPO removal is in place, 26 of the responding counties (69 percent) reported that the judiciary conducts the formal removal of the CPO. In 13 percent of the responding counties, the judiciary and juvenile justice commission jointly conduct the removal process. The board of supervisors conducts the removal process in the remaining 18 percent of the counties that responded to the written survey. In 25 counties, the process for CPO removal relies on written county standards and rules as guidelines regardless of which entity—the court or the county—carries out the removal. In 8 counties (36 percent of the responding jurisdictions), removal is based entirely on judicial discretion, meaning that the basis upon which removal is recommended and carried out potentially could vary quite substantially among these jurisdictions. Responses to survey questions regarding how disagreement over the appointment, removal, and discipline processes is handled revealed that in some counties relationships between the judicial and executive branches of government are strained.

The task force carefully examined and vigorously discussed stakeholder input on the issues surrounding governance. With respect to the current appointment, evaluation, and removal processes for the CPO, stakeholder input informed the larger discussions on both current and potential alternative models for probation governance. However, as this report concludes, it is premature to report specific findings or recommendations regarding the optimal appointment, evaluation, and removal procedures until such time as the task force more fully develops its vision for the future of probation in California.

## PROBATION FUNDING SOURCES

As discussed previously, probation departments in California, unfortunately, do not enjoy a stable, reliable funding base. The snapshot study indicates that although for the past

five fiscal years there has been a dramatic increase in total probation department spending, budget augmentations, for the most part, have been supported by fee increases and federal and state fund contributions. While net county general-fund contributions to probation increased during this same period of time, the percentage of county general-fund contributions in overall probation budgets decreased. Counties in the snapshot study reported that overall increases ranged from 24 to 83 percent. The general-fund contributions to the total budget ranged from 35 to 58.3 percent. Four of the six departments receive general funds

Probation departments in California do not enjoy a stable, reliable funding base. Although for the past five fiscal years there has been a dramatic increase in total probation department spending, budget augmentations, for the most part, have been supported by fee increases and federal and state fund contributions. In addition, a substantial amount of probation funding is limited term.

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of less than 50 percent of the total budget, with one department receiving less than 40 percent. With the exception of one unreported department, all others indicated that their general-fund contributions have decreased as a percentage of their total budgets.

Looking back to the passage of Proposition 13 in the late 1970s and the corresponding decrease in county revenues, it is evident that probation department resources have diminished dramatically. Adult and juvenile probation services were, in many counties, reduced to a bare minimum. With very limited resources, ensuring basic public safety was the first priority; departments then were forced to make other budgetary decisions based on local requirements as to the allocation of any remaining resources.

As resources increased during the latter half of the 1990s—a period of extraordinarily strong economic growth in California—probation departments integrated new and innovative services and programs with the support of increased state and local funding. State support has chiefly been targeted at the juvenile service area, such as at programs funded through the Juvenile Crime Enforcement and Accountability Challenge Grant Program<sup>62</sup> and, more recently, two funding cycles in support of the Schiff-Cardenas Crime Prevention Act.<sup>63</sup> As a result of the funding priorities determined at the state level, juvenile prevention and early intervention programs have become core services for many probation departments; however, a substantial amount of this funding, including the two examples just cited, is limited term. Probation departments hasten to point out that many of their personnel are funded through specialized grant dollars, and that if this funding were discontinued, there would no longer be a ready revenue source to sustain these positions.

While an increased focus on juvenile supervision and rehabilitation is generally recognized as beneficial to the recipient probationers, the somewhat overbalanced

It is widely believed that resources currently devoted to adult probation services are largely inadequate. emphasis on juvenile services means that the limited number of remaining staff and resources is often sorely insufficient to properly supervise the adult probation population. Results from outreach efforts indicate that all jurisdictions reported some measure of banked caseloads, which often includes a significant population of serious—even violent—offenders in need of direct and intensive

supervision. It is widely believed that resources currently devoted to adult probation services are largely inadequate. 64

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<sup>&</sup>lt;sup>62</sup> Stats. 1996, ch. 133; Stats. 1998, chs. 500, 502.

<sup>&</sup>lt;sup>63</sup> Stats. 2000, ch. 353; the 2001–2002 Budget Act (Stats. 2001, ch. 106).

<sup>&</sup>lt;sup>64</sup> Six County Executive Summary, p. 8.

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The current reliance on grant money for special programs and services will, of necessity, diminish when this funding stream is discontinued. In the 1970s, probation departments across the nation faced a serious financial and programmatic setback. At that time, a federal program, the Law Enforcement Assistance Administration (LEAA), provided substantial financial support to state and local probation departments. When that funding stream ended, many progressive probation programs that received LEAA support were eliminated. As a result, the reputation of probation was severely damaged, and it took more than a decade to recover from the loss of service. 655

It is important to note that even without substantial infusion of fiscal support, probation departments can make positive gains by maximizing resources, implementing innovative programs modeled in other jurisdictions in the state, and reallocating resources.

California is now in a period of fiscal uncertainty owing to a confluence of several economic factors: the fallout from the energy crisis, a critical reduction in revenue

statewide, and a major economic slowdown on the national level, some of which is attributable to the September 2001 terrorist attacks. As a result, it is highly likely that state and county contributions to probation, as well as other core county functions, will decline steeply in the immediate future. Unfortunately, in periods during which funding available to probation decreases, the need for probation often increases—research shows that when the economy experiences a downturn, crime increases, thereby further taxing the services of probation. Task force members were unanimous that probation departments must have adequate and stable funding to ensure success in delivering their critical services. This area clearly presents one of the

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## MISSION STATEMENTS WITH GOALS AND OBJECTIVES

The task force's outreach efforts also provided illuminating information on operational practices that appear to enhance the delivery of probation services. One of these practices is the development of meaningful mission statements that include goals and objectives. Survey results indicate that most counties have written mission statements for probation departments. More than half of the mission statements were written in the past 5 years. Almost one-third of the counties have not developed a written mission statement in the past 10 years. Half of the responding counties that do have a mission statement also undertake an annual review of existing mission statements.<sup>67</sup> Further discussion of the importance of mission statements and related recommendations appears in section V of this report.

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<sup>&</sup>lt;sup>65</sup> Stakeholder Survey Results, pp. 46–47.

<sup>&</sup>lt;sup>66</sup> North Carolina Wesleyan College <a href="http://faculty.ncwc.edu/toconnor/301/301lect07.htm">http://faculty.ncwc.edu/toconnor/301/301lect07.htm</a> (as of Dec. 20, 2001).

<sup>&</sup>lt;sup>67</sup> Stakeholder Survey Results, p. 31.

On a related topic, CPOs and line staff were asked to identify and rank their department's priorities. The vast majority of departments clearly rated public safety as the number-one priority, with offender accountability a close second.

#### CALIFORNIA'S CASELOAD DILEMMA

The size of probation departments varies widely throughout the state, as does the size of caseloads. Information gathered during site visits, focus group outreach efforts, and

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surveys indicates that most counties have no system in use to equalize workload distribution to probation staff. Some jurisdictions have caseload size limitations, but none has objective workload standards to ensure that workload is distributed in an equitable manner.

Written survey responses in which probation departments selfreported on the size of sworn staff showed a range of

authorized deputy probation officers (DPOs) or equivalent employees per department from 2 to 4,800.<sup>68</sup> These departments also reported average daily numbers of supervised probationers ranging from under 500 to more than 83,000. Because of the wide divergence in probation department size, the task force recognized that a variety of solutions and strategies should be considered when discussing the issues facing large-, medium-, and small-sized probation departments.

Many counties have more than one method of assigning cases, but almost half of the counties that responded to the survey make assignments according to specialized case type. Methods used to assign cases include assignment by specialized case type, rotation, amount of work, and geographic factors. When probation departments are unable to supervise all court assigned probationers, the practice used throughout most counties is to bank cases, which places probationers under less intensive or virtually no supervision. CPOs faced with management issues regarding the most effective use of limited resources frequently choose specialized intensive supervision for certain highneed populations (e.g., sex offender, drug court, gang violence, domestic violence), meaning that DPOs with general caseload assignments often carry a very high number of cases. In most instances, the specialized intensive supervision caseloads are considerably smaller than regular probation caseloads, often because program requirements define a specific caseload ratio. To

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<sup>&</sup>lt;sup>68</sup> Stakeholder Survey Results, p. 9–19; Los Angeles Probation Department <a href="http://probation.co">http://probation.co</a> .a.ca.us/information\_track/aboutthedept.html> (as of Nov. 28, 2001).

<sup>&</sup>lt;sup>69</sup> Stakeholder Survey Results, p. 21.

<sup>&</sup>lt;sup>70</sup> *Id.* at p. 23.

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Probation departments report that for many years adult misdemeanants simply have not been a priority because of the severely limited resources available to supervise adult offenders. Out of necessity, probation departments focus on felons and other serious offenders. However, it is important to point out that adult misdemeanants may have been charged with a more serious crime, but later plea bargained in exchange for a misdemeanor violation. While misdemeanant probationers are likely to be placed in banked caseloads where they receive little or no supervision, they may indeed be disposed to commit rather serious crimes.<sup>72</sup>

Compared with adults, a substantially larger proportion of juvenile probationers has misdemeanor charges.<sup>73</sup> Probation departments have determined that intensive supervision services can break the cycle of the juvenile crime and divert youths from an eventual progression into the adult criminal system. As discussed earlier, many counties in California already emphasize prevention, diversion, and front-end services for juveniles. This community approach has proven to be an excellent way of maximizing available resources.<sup>74</sup> The lower caseloads that often accompany the use of specialized and intensive supervision programs also are another important element in successfully supervising and rehabilitating the juvenile probation population.

Stakeholders repeatedly stated their concerns with the caseload situation in California. Several themes emerged: First, caseloads are too high. Second, grant-funded programs often require probation officers to supervise a specified, small number of offenders, which reduces the number of probation officers available for supervising the general probation population. This phenomenon, in turn, leaves the remaining probation officers who supervise the general population with high caseloads. Third, many stakeholders are concerned about the possible negative impact of new laws, including major initiative statutes, that could lead to increases in the number of probationers. Finally, another recurring comment raises issues related to the potential liability and negative impact on victims associated with a large number of banked, unsupervised probationers.

<sup>&</sup>lt;sup>71</sup> *Id.* at p. 5.

<sup>&</sup>lt;sup>72</sup> Ibid.

<sup>&</sup>lt;sup>73</sup> Ibid.

<sup>&</sup>lt;sup>74</sup> Challenge Grant I Program Evaluation <a href="http://www.bdcorr.ca.gov/cppd/challenge%20grant%20II/interim%20report/program\_evaluation.htm">http://www.bdcorr.ca.gov/cppd/challenge%20grant%20II/interim%20report/program\_evaluation.htm</a> (as of Nov. 27, 2001).

## Strategies for Managing Workload

The task force recognizes that to optimize probation services, caseloads must be at a

Workload measure rather than caseload size is the most accurate and effective gauge for equalizing work distribution among probation officers.

manageable level. Workload measure rather than caseload size is the most accurate and effective gauge for equalizing work distribution among probation officers.

A common remark made during outreach events underscored the difficulties probation departments face when they receive inadequate funding but are simultaneously expected to provide

higher levels of service. While the task force recognizes that close examination of workload and assessment of the viability and feasibility of standards are critical components of its charge, more time is required to undertake a full and appropriate analysis of this complex issue. The task force is very concerned that probation departments have the ability to develop and define more realistic balance and expectations relating to workload; however, a more thorough statewide examination is necessary to design a proper implementation strategy. In the sections that follow, the task force offers findings that potentially could assist probation departments in the short term in addressing chronic workload challenges.

#### THE WORK OF PROBATION

To gain a better understanding of the day-to-day operations of probation, particularly for those members who do not work directly in the field, the task force was provided with comprehensive briefings on the breadth of probation departments' responsibilities. This section details the statutory authority and the scope of required duties of probation departments.

Adult and juvenile probation services operate largely under separate statutory guidelines, specifically the Penal Code and the Welfare and Institutions Code, respectively. However, the Penal Code and the Welfare and Institutions Code do not completely delineate the scope of probation services. Other codes, such as the Administrative Code, Civil Code, Code of Civil Procedure, Family Code, and Probate Code, assign additional responsibilities.

Probation agencies are responsible for a variety of tasks. While the manner in which these tasks are performed may vary from county to county, general responsibilities can be grouped into the following categories:

- Intake and investigation services;
- Offender supervision services;
- Other services; and
- Custody services.

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#### Intake and Investigation Services

The role of probation officers begins before adult and juvenile offenders are placed on probation. Probation has responsibility for conducting bail and own recognizance investigations and reports, pretrial investigations, presentence investigations, and intake services. In some larger probation departments, probation officers specializing in these areas perform these tasks, but in some smaller counties, probation officers' intake and investigation duties may be combined with other probation responsibilities.

#### Offender Supervision Services

There are as many activities that constitute offender supervision as there are differences in how the tasks may be carried out from county to county. All counties provide intensive supervision services for some offenders. Some type of specialized caseload supervision is provided in all counties, although the types of caseloads (e.g., drug-involved offenders, domestic violence offenders, and gang members) vary considerably.

Through its outreach efforts, the task force was able to identify many exemplary service programs. Many of these practices and programs involve partnerships with key community stakeholders and depend on a common commitment to the overriding goal of assisting juveniles and families. While at this time the task force is not recommending specific practices, the exemplary services and programs listed here may have a place in probation models that will be examined in the second phase of the task force's work.

## **Exemplary Services and Programs**

Through its examination and reports from the snapshot study and site visits, the task force noted numerous exemplary service programs that are currently being implemented in probation departments. Examples include, but are not limited to, the following:

- Adult and juvenile drug courts;
- Domestic violence programs;
- Electronic monitoring;
- Juvenile automation systems;
- School campus partnerships;
- Neighborhood accountability boards;
- Wrap-around services programs for juveniles and families;
- Juvenile restorative justice programs;
- Continuum of sanctions programs for juveniles;
- Teen or peer courts;
- Partnerships between juvenile probation and public/private juvenile-serving agencies;
- Alternatives to juvenile detention;
- Systems management advocacy resource teams for juveniles; and
- Partnerships with other government branches working to maximize limited resources.

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#### **Adult Services**

Section 1203 of the Penal Code defines probation for adults as "the suspension of the imposition or execution of a sentence and the order of conditional and revocable release in the community under the supervision of a probation officer." Section 1203 also lays out the responsibilities of probation departments for adult offenders. Data indicates that most counties already have in place basic services for most adult offenders. Many adult participants in the criminal justice system never encounter probation because they are misdemeanants. Probation provides supervision for adult offenders who are granted probation by the court, including those with domestic violence and drug offenses that are assigned to a specialized calendar. Survey responses show that adult drug courts are evolving into a core service of adult supervision. The probation officer's participation in adult criminal matters is very different from his or her role in the supervision of juvenile probationers.

#### Juvenile Services

The Welfare and Institutions Code sets out the purpose of juvenile probation as follows: "(m)inors under the jurisdiction of the juvenile court as a consequence of delinquent conduct shall, in conformity with the interests of public safety and protection, receive care, treatment, and guidance that is consistent with their best interest, that holds them accountable for their behavior, and that is appropriate for their circumstances." Chapter 2 of the Welfare and Institutions Code is the primary statutory authority for juvenile procedures and serves as an indispensable legal reference for all persons involved directly or indirectly in juvenile services. However, even though the same laws bind all California counties, the administrative procedures relating to the implementation of the law are not always found in the statutes or the California Rules of Court. Instead, the manner of implementation and service levels vary from county to county, depending on local practices, needs, and resources.

An important distinction between adult and juvenile probation is the way in which the probationer is referred to the system. A referral to juvenile probation can come from law enforcement, parents, schools, or other community agencies, but in adult probation, the referral to the probation department is always made by the court and, generally, only after the defendant's conviction. Following a juvenile referral, the probation officer will assist the court by investigating and reporting back to the court with a recommendation for a just disposition or disposition consistent with the safety and best interests of the community. Many juvenile cases never make it to court but are instead diverted to informal probation, conditionally dismissed, or counseled and dismissed. It is the

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<sup>&</sup>lt;sup>75</sup> Stakeholder Survey Results, p. 25.

<sup>&</sup>lt;sup>76</sup> Welf. & Inst. Code, § 202(b).

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responsibility of the juvenile probation officer to deal with a juvenile both before and after his or her disposition, but the responsibility of adult probation officers focuses exclusively on what to do after an adult is convicted of a crime. In either instance, if probation is

granted, the defendant is placed by the court under the supervision of the probation officer for a specified period of time and under specific terms and conditions imposed by the court.

The task force recognizes that greater resource availability for juvenile services permits and encourages innovation and collaboration. The many exemplary programs and services for juveniles are readily transferable to the adult population should the funding and resources necessary to carry them out at that level be available.

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Another important function of probation agencies is to provide treatment and other services directly to offenders or, in many cases, to refer offenders to appropriate community agencies. Because of the strong correlation between substance abuse and crime, probation agencies provide services or refer offenders to substance abuse treatment. Many agencies contract for counseling services for offenders, and many have job development programs. Some agencies also provide education programs for drunk-driving offenders. Some departments provide lock-up facilities or group homes to serve girls.

Other Services: Collections and Victims Services

Probation departments are frequently involved in the collection of money from offenders for restitution, fees, and fines. Even if probation agencies do not actually collect funds, some assess offenders' ability to pay or may be responsible for supervising offenders' monetary obligations and enforcement of payments. Probation departments also may delegate responsibility for collection to a central county collection agency. Often, the differences in services provided depend on the size of the county.

Many California probation departments provide services for victims of crime, although there are models in which another county agency, such as the district attorney's office, carries out this function. The necessity of including and helping victims as part of the criminal justice process is recognized as a critical element of the process, and it represents an important component of a balanced and restorative justice approach to probation.

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#### Custody Services

As described in further detail in the following paragraphs, responsibility for custody facilities is a core function of probation departments. Generally, this responsibility extends to three types of facilities—juvenile halls, county ranch/camp facilities, and adult work furlough facilities—as well as electronic monitoring programs. Although less common, some probation departments may operate day treatment centers and, in one county, a regional treatment facility is available for high-need juvenile offenders. The sheriff's department has involvement in some of the custody services in certain counties.

#### Juvenile Halls

Probation departments are responsible for the juvenile hall facilities where juveniles under the juvenile court jurisdiction are temporarily detained as they go through the court process or are committed by the court. More than 10,000 juveniles are admitted to juvenile hall each month, with the length of stay averaging 33.8 days, according to the most recently available data.<sup>77</sup> Juvenile halls are generally used only for temporary detention assessment, for short court commitments, or as a detention alternative while a juvenile awaits other placement. When it becomes necessary to remove juveniles from the community or from parental custody, they may be placed in foster homes or private facilities, committed to county camps or ranches, or committed to the California Youth Authority (CYA).

#### County Ranch/Camp Facilities

While most counties have juvenile halls, fewer have ranch or camp facilities. The stay in a ranch facility is now averaging 129.8 days. 78 Generally, when a stay at a ranch facility is required, juveniles are under close supervision and required to participate in education and treatment programs. Failure to comply with conditions may result in termination of probation and possible commitment to CYA.

#### Adult Work Furlough Services

Some probation departments are also responsible for operating adult work furlough programs. In these types of programs, probationers live in a facility under close supervision but are allowed to go to jobs during working hours. Programs generally combine close supervision with a rehabilitation element to ensure public safety.

78 Ibid.

<sup>&</sup>lt;sup>77</sup> California Board of Corrections, *Juvenile Detention Profile Survey Report, 2nd Quarter, 2001* <a href="http://www.bdcorr.ca.gov/fsod/juvenile%20detention%20survey/2001/guarter\_2/page\_2.pdf">http://www.bdcorr.ca.gov/fsod/juvenile%20detention%20survey/2001/guarter\_2/page\_2.pdf</a> (as of Nov. 28, 2001).

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## **Electronic Monitoring**

Increasingly sophisticated technology is making the close surveillance of offenders in the community easier and more affordable. While it is impractical to have probation officers constantly watching offenders, electronic surveillance tools permit heightened surveillance at a fraction of the cost of traditional supervision. Many probation departments make use of electronic monitoring in conjunction with other forms of supervision, thus freeing time for probation officers to attend to the offender's rehabilitation needs, while maintaining public safety.

#### PROBATION EMPLOYMENT ISSUES

Although the task force charge does not specify a review of employment issues, the task force recognized early in its examination that employment issues are integrally related to the delivery of quality services. During outreach efforts and task force discussions, a broad range of employment issues were raised. A complete assessment of probation employment issues was well beyond the scope, available time, and resources of the task force. However, the task force determined that it was critical to undertake a preliminary assessment of the most prevalent probation employment issues. There is a clear recognition that employment issues affect service delivery and the perceptions of the community, probationers, and the employees themselves regarding the probation system.

## Employment Issues

The task force identified and recognized major areas of concern relating to probation employees. These issues include, but are not limited to, the following:

- Employment standards, including experience and education requirements;
- Sufficiency of training and safety equipment;
- Support for probation as a provider of essential community services;
- Sufficiency of pay and benefits to acknowledge and compensate the professional status of probation officers and custody facility employees; and
- Recruitment and retention of probation employees.

#### Education and Experience

Many stakeholders expressed great concern over the issue of qualification requirements for potential new probation employees and how these requirements related to compensation. Some observed that educational standards set for new probation employees are inequitable when compared to the hiring requirements for other justice system employees. For example, probation officers are required to have a college degree, while most police departments do not require more than a high school diploma, yet police officers often receive higher salaries. Many job functions of probation and other

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peace officers are similar—performing investigations, making arrests, protecting the public—and they generally work with the same clientele. This issue should be examined closely by the appropriate entity at the appropriate time to remedy what is perceived by many to be a disincentive to probation employee recruitment.

## Training

Many stakeholders have the perception that the training for new probation staff is insufficient. Many probation employees stated that they are being required to work beyond areas of training and expertise. Some stakeholders stated that there is a need for more training in mental health issues and perhaps even collaborative training with partner organizations.

From the late 1970s to the early 1990s, when probation departments were faced with diminishing resources, many agencies greatly, if not completely, reduced recruitment of new officers. As a result, many probation departments now are faced with a gap in staff experience; with a wave of officers reaching retirement age, departments are left with very few staff members who have more than 10 years of experience. The remaining probation staff, for the most part, consists of probation officers with 5 years or less time on the job. The result of this experience gap is that there are few experienced journey- or mid-level employees to mentor younger, less experienced staff. Senior management has the added pressure of ensuring that the quality of probation managers and line staff services is maintained at an acceptable level of performance.

#### Equipment and Technology Issues

Stakeholders frequently raised concerns regarding the provision of appropriate safety equipment to deputy probation officers. The current statutory framework<sup>80</sup> allows arming decisions to be made by the CPO at the local level, in a context in which the best information about the safety issues presented in that county can be considered. In view of the task force's fundamental principle 3, which emphasizes local control, the current statutory framework appears appropriate. In addition, other safety equipment may be provided to probation employees when it is appropriate.

The task force recognizes the need for probation to make the best use of available and innovative technologies to enhance service delivery. There are a number of tools and technologies that could be more fully integrated in a cost-efficient manner to deliver services more efficiently. Depending on local needs and circumstances, equipment and technologies such as cell phones, laptop computers, personal digital assistants, and automatic downloading by phone linkage could benefit local probation departments and lead to improved services delivery and working conditions for probation employees.

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<sup>&</sup>lt;sup>79</sup> Stakeholder Survey Results, pp. 46–47.

<sup>&</sup>lt;sup>80</sup> Pen. Code, § 830.5.

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## **Probation Status**

Task force members devoted considerable discussion to public perception and the status of probation. During stakeholder events, many comments surfaced indicating that probation does not share the status of other public safety agencies in the community. Task force members recognize the need to address the status of probation in the community, encourage discourse about the unique and critical role of probation, and raise public awareness about the services and functions of probation agencies. A key function of the task force examination is to educate, and to encourage the ongoing education of, policy makers, the public, and probationers about probation, with a view toward enhancing the status of the system statewide.

In some jurisdictions outside of California, probation departments, as part of larger efforts to improve and expand their role and status in the community, have undergone a name change. There is some belief among stakeholders and task force members that changing probation's name to, for example, the Department of Community Justice would be an important shift that would yield several benefits. First, the new designation would enhance the standing of probation by emphasizing its

The task force recognizes the need to address the status of probation in the community and to raise public awareness about the unique services and functions of probation departments.

unique dual role, and it would identify probation as an essential community partner in the justice system. In the second phase of its study, the task force intends to examine this notion further within the context of ongoing deliberations regarding potential new models for probation and in keeping with the fundamental principles.

## Recognition and Compensation

Retirement benefits available to probation employees were another key issue raised by stakeholders in various outreach forums. Currently, decisions to extend safety retirement—which offers a higher retirement benefit to peace officers than to other public employees—to probation officers are made at the local level, meaning that in neighboring counties great disparities in benefits could potentially exist. While the task force recognizes that safety retirement and compensation levels for probation officers is an issue, it is also important to point out that these decisions are currently and, under the current structure, most appropriately made at the local level. Pay and benefits also must be commensurate with responsibility.

#### Recruitment and Retention

Several recruitment and retention problems were highlighted for the task force through outreach efforts. The identified source of the problems varied. Many stakeholders mentioned that differences in levels of compensation and retirement benefits across jurisdictions often attract probation officers away to other counties. Another common theme centered on the instability perpetuated by grant funding: departments are often forced to make limited-term hires for specific grant-funded programs, and this lack of certainty and job security undermines employees' loyalty and sense of permanency. Specific recruitment and retention issues identified include the following:

- Loss of employees to other county, state, and federal law enforcement agencies due to higher salary and benefits packages;
- An increasingly less experienced pool of employees;
- High turnover, with employees leaving for other justice system careers shortly after the department devotes significant training resources; and
- Lack of incentives for advancement within probation departments.

Further study and improvement should be made in the area of recruitment and retention of probation employees.

## COLLABORATION

An overriding theme arising in the surveys, interviews, forums, and meetings of the task force is that more cooperation, coordination, and partnership agreements result in better practices, services, and satisfaction by stakeholders. Repeatedly, stakeholders testified

An overriding theme arising in the surveys, interviews, forums, and meetings of the task force is that more cooperation, coordination, and partnership agreements result in better practices, services, and satisfaction by stakeholders.

that partnership programs are perceived to be the most successful and are the most accepted services. Many probation departments participate in a system of care with other county departments, including mental health, education, drug and alcohol, and child protective services, to better serve juveniles and their families. This collaborative approach is encouraged by the Legislature and voters as a more effective way to serve community needs. For example, counties are

required to establish juvenile justice coordinating councils<sup>81</sup> to be eligible for specified grant funding. Although these councils are mandated in the juvenile arena, there is no reason why they could not broaden their purview to examine and address adult concerns.

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<sup>81</sup> Welf. & Inst. Code, §§ 225, 749.22.

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#### CONCLUSION

This section sets forth some of the task force's core observations regarding the current operations and status of probation. It is understandable that, given the sheer size of probation populations in California and the historic underfunding of the system, a number of complex challenges threatens the efficacy and success of probation department services. While the task force has been substantially educated about these challenges, the issues presented will require additional time and study before a comprehensive set of conclusions can be drawn or policy recommendations made.

This report so far has covered where probation began and where it currently stands. The next section, "Probation Future," discusses the recommendations of the task force for the future evolution of probation.

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# SECTION V

## Probation Future

This section introduces the key recommendations being set forth by the task force following the first phase of its examination. In large part, these recommendations serve as a guide to the assessment of probation services in California and the subsequent development, expected to continue through June 2003, of a new model for probation services. The task force is encouraging all participants in the probation system to examine and digest the recommendations with a view toward working on implementation, where applicable, without delay.

#### FUNDING

Probation departments are funded through a mix of federal and state grants, local funds, and offender fees. Recent probation departmental budget increases have been largely supported by one-time grants and other unstable funding sources. It is highly unlikely that counties will be able to increase needed probation department resources in the foreseeable future. As California enters a period of fiscal uncertainty, the need for a stable funding base becomes increasingly critical.

Recommendation 1: Probation departments must have stable and adequate funding to protect the public and ensure offender accountability and rehabilitation.

## **GOVERNANCE**

California is the only state in the nation to follow a strictly local operational model.<sup>82</sup> The governance of probation rests at the local level and is shared between the judicial and executive branches of local government. One of the primary reasons the task force was created was to address governance issues. The task force learned through its outreach efforts that the prevailing opinion clearly aligns probation with the court and that probation officers clearly view themselves as an arm of the court.

The task force also learned that California's bifurcated governance model places pressures on the system. Anecdotally, task force members learned that the CPO could be presented with conflicts owing to the "two masters" structure. The court, for example, could require that the probation department provide a higher level of service that the county, in turn, is unable to fund. Conversely, the county could be unable or unwilling to

<sup>&</sup>lt;sup>82</sup> B. Krauth and L. Linke, State Organizational Structures for Delivering Probation Services (1999). State Organizational Structures for the Delivery of Probation Services (June 1999) table 3: Primary Funding Sources for Adult Probation Services, p. 8.

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fund the probation department at a level sufficient to provide a service requested by the court. Another potential byproduct of the governance structure is that a CPO who reports to two entities may also have a sense that neither entity can actively champion the cause of probation.

There is a broad sense among stakeholders that retaining maximum local flexibility in the area of governance is optimal. However, the task force concluded that the current governance structure is unsatisfactory. While members were able to arrive at this conclusion with relative ease, the next step—identifying an alternative to the existing structure—proved to be perhaps the biggest challenge facing the task force. The task force went to extraordinary efforts to outline a new model for probation in California that would ensure effective services, establish clear lines of responsibility, encourage collaboration among justice system partners, and secure adequate and stable funding. The task force seeks to formulate a new model for probation that it calls the California Probation Model. The specific details of the California Probation Model will be the focus of the second phase of the task force effort. The task force's effort to date yielded a number of key findings and related recommendations.

# THE PROCESS UNDERTAKEN FOR DEVELOPING A NEW MODEL FOR PROBATION

In addition to its information gathering through roundtable discussions and other outreach efforts, the task force examined probation models from across the United States and surveyed probation in every county in California. As the task force began looking at development of the California Probation Model, it became increasingly clear that probation does, in fact, function as an arm of the court, and that certain probation services are intrinsically linked to the courts. Probation departments also serve an equally important yet distinct role in detaining juveniles in correctional facilities and providing community prevention services. The task force is working toward development of a model that preserves probation's role in providing services to the community and enhances the connection to the courts. A number of key issues of particular concern to the judicial representatives on the task force remain outstanding, including separation of powers, conflict of interests, and liability should the model contemplate removing the detention function from executive branch oversight.

The task force delegated initial responsibility for examining alternative governance models to the governance subcommittee. The subcommittee began its analysis of possible models for probation's organizational and funding structure by identifying eight models that either existed in other jurisdictions or that appeared to contain other viable or desirable elements. The subcommittee identified the components of each model,

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determining the appointing, evaluation, and removal authority with respect to the CPO. The committee also determined who would be responsible for liability, funding, and the administration of probation services under each model. The models that were analyzed include the following:

- Local or state commission:
- State executive:
- Local executive;
- State judicial;
- Local judicial;
- Elected;
- Combination (county level); and
- Combination (state level).

Following the identification and brief examination of all models identified by the governance subcommittee, the task force met and narrowed the focus of its examination. The task force spent the bulk of its time examining the three alternative models—(1) local, (2) court, and (3) state executive—that appeared to be in accord with the fundamental principles (see section II). Consistent with fundamental principle 1 of the task force, each model assumed that the appointing authority of the CPO and the fiscal responsibility for probation services are connected. The task force called on national probation experts and probation/correction officials from other states to provide information on the strengths and weaknesses of their respective systems. However, the task force recognized that the size and complexity of California necessitates creation of a system tailored to the needs of California rather than the adoption of a system that, despite showing successes in another jurisdiction, is not suited to the needs of this state.

Table 9 sets forth the three probation models examined by the task force and the variations within each model. These variations generally involve differences related to which party has appointment, evaluation, and removal authority over the CPO. The local model is set forth in the set of three shaded columns at the left. There are three variations of the local model: court, county, and hybrid systems. The court model, which is set forth in the unshaded columns in the middle, has two variations: local oversight by the trial courts and Administrative Office of the Courts oversight. The state model is outlined in the two shaded columns at the right. In this model, the state executive branch would oversee probation, with the court or a local committee administering the appointment, evaluation, and removal processes.

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Table 9. Probation Models: CPO Appointment, Removal, and Evaluation Processes

Model	Local Model			Court Model		State Model	
	Local – Court (except in Charter Counties)	Local – Executive	Local – Hybrid	Local – Court (Trial Court Funding)	State – Court	State – Executive (Court)	State – Executive (Committee)
Appointment Authority	Court	BOS	Shared     Veto by     nonappointing     party     One selects     acceptable     candidates,     other appoints	Court	Court and AOC	Court	Local committee (BOS and court)
Evaluation Authority	Court and/or BOS	BOS	Appointing authority     BOS     Court	Court	AOC	Court	Committee     Court     BOS     State     executive
Removal Authority	Court	BOS	<ol> <li>Appointing authority</li> <li>BOS</li> <li>Court</li> <li>Veto by nonappointing party</li> </ol>	Court	Court and AOC	Court	Committee     Court     BOS     State     executive
Administration	Court and/or BOS	BOS	1) BOS 2) Court	Court	AOC	Court	Committee     Court     BOS     State     executive
Base Funding (County)	County	County	County	County	County	County	County

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Model	Local Model			Court Model		State Model	
	Local – Court (except in Charter Counties)	Local – Executive	Local – Hybrid	Local – Court (Trial Court Funding)	State – Court	State – Executive (Court)	State – Executive (Committee)
Base Funding (Grants)	State and federal grants	State and federal grants	State and federal grants	State and federal grants or AOC	State and federal grants or AOC	State executive	State executive
Additional Funding	N/A	BOS	BOS	AOC	AOC	State executive	State executive
Liability	BOS	BOS	BOS/AOC insurance policy	AOC	AOC	State executive and/or AOC insurance policy	State executive
State Standards	None	None	None or Judicial Council	Judicial Council	Judicial Council	State executive	State executive

AOC: Administrative Office of the Courts

BOS: Board of Supervisors

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#### Local Model Variations

The authority for the core governance functions—appointment, evaluation, and removal—could potentially take one of three shapes in a local probation system: (1) the court, (2) the board of supervisors, and (3) joint or shared authority between the board of supervisors and the court.

Under the first variation, the status quo would, in large part, be maintained. The CPO would continue to be appointed and removed by the court (except in charter counties)<sup>83</sup> and evaluated by the court and/or board of supervisors, depending on local practice. The county would provide base funding, with state and federal grants furnishing supplemental funding. Liability would rest with the county. Under this model, there would be no mechanism for the creation of statewide probation standards. The task force rejected this model because it perpetuates the inherent problems in the existing probation system, which will not be resolved until other reform occurs. The task force concluded that a different structure that conforms to the fundamental principles must be put in place to sufficiently elevate probation's status and improve services and funding.

Under the second variation of the local model examined, the CPO would be appointed, evaluated, and removed by the county board of supervisors. The funding and administrative structures would be retained at the local executive branch level. Promulgation of statewide standards or guidelines would be difficult under such a model. This model variation is undesirable for the same reasons as for the local court model.

Under the local hybrid model, a number of options would be available regarding the appointment, evaluation, and removal of the CPO. The court and county government could have equal appointing, evaluation, and removal authority. One party could appoint/remove the CPO, with the other party holding veto power; or one party could select acceptable candidates from which the other party would appoint the CPO. Any of these decision-making options would be applied to the evaluation and termination authority of the CPO as well. The board of supervisors, the court, or both would administer probation services. The existing funding structure would be retained, and liability would rest with the board of supervisors and/or the judiciary, or a court-funded insurance policy could be developed. The Judicial Council, with the assistance of a probation services advisory committee, could develop statewide standards and guidelines. While this model was discussed at length, it, too, presented major administrative complications that were not immediately resolved by the task force.

<sup>&</sup>lt;sup>83</sup> The California Constitution recognizes two types of counties: general law counties and charter counties. General law counties adhere to state law as to the number and duties of county elected officials. Charter counties, on the other hand, have a limited degree of home rule authority that may provide for the election, compensation, terms, removal, and salary of the governing board; for the election or appointment (except of the sheriff, district attorney, and assessor, who must be elected), compensation, terms, and removal of all county officers; for the powers and duties of all officers; and for consolidation and segregation of county offices.

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#### Court Model Variations

A court-based probation system could be vested at the local or state level. Under a local court model, the local judiciary would administer probation services. Authority for the appointment, evaluation, and removal of the CPO would move to the local court. The board of supervisors would provide base fiscal support through the establishment of a maintenance-of-effort agreement (MOE), and the probation system would be supplemented by grants and state funds. Liability would rest with the state judiciary, and the Judicial Council, with the assistance of a probation services advisory committee, would promulgate statewide standards and guidelines.

Alternatively, the authority to appoint and remove the CPO could be vested with the court and the Administrative Office of the Courts (AOC), with CPOs evaluated by the AOC. Probation would be administered and funded by the AOC, with base funding coming from the county in the form of an MOE, and supplemental funding provided by grants and the judiciary. The Judicial Council, with the assistance of a probation services advisory committee, would develop statewide standards. However, the assumption of detention and treatment facilities by the judiciary emerged as a major obstacle for both variations of this model.

#### Executive Model Variations

Last, the task force examined the creation of a new state executive branch department to oversee probation. In the state executive model, the local court, possibly in conjunction with the board of supervisors, would have authority to appoint, evaluate, and remove the CPO. The local court and/or board would also have administrative responsibility over probation. The county would provide base funding, and the state executive branch would provide additional funding. Liability would rest with the state executive branch, and the state executive branch would promulgate statewide guidelines and standards.

After examination of the three models selected from the original eight, and after looking closely at models in Arizona, Deschutes County (Oregon), and Texas, the task force recognized that each of the models under consideration presented major issues pertaining to facilities responsibility and liability, potential conflict of interest, and financial and administrative complexities. The task force attempted to take the differing interests of all parties into consideration, but was unable to resolve these issues. More study is called for prior to a successful resolution.

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## Facilities Administration and Liability

In an attempt to resolve concerns regarding the oversight of detention and treatment facilities that rendered several models undesirable, the task force formed working groups to examine different models for the administrative responsibility and liability for juvenile facilities. The four models examined include a court model, a state model, a model in which the CPO would be an employee of both the court and county and would oversee juvenile facilities, and a model in which the county would administer probation and the facility. In this last model, a collaborative appointment, evaluation, and removal process would be institutionalized.

In examining and assessing the feasibility of the various facilities models, it became clear that the views of represented groups remained at odds. The majority of the judiciary is opposed to assuming oversight responsibility for detention and treatment facilities for a variety of reasons. The principal opposition stems from problems relating to separation of powers between the executive and judicial branches of government. Because detention is an executive branch function and the judicial branch is responsible for inspecting juvenile custody facilities, many conflicts present themselves—for example, how could courts both oversee detention facilities and respond to litigation regarding claims of overcrowding or substandard conditions in such facilities? It should be noted that a minority of the judiciary feels that these problems are not insurmountable under a state, or judicial branch model as such systems exist in other states, including Arizona and Connecticut. Conversely, CPOs and probation stakeholders strongly believe that oversight of facilities belongs on a continuum of services that includes sanctions, and that administration of these facilities must remain administratively linked to the other services on that continuum. None of the models proposed appeared to offer an adequate or desirable solution to this dilemma.

Recommendation 2: Further study is needed to evaluate and develop a California Probation Model that conforms to the task force's fundamental principles and addresses the governance, structural, and fiscal concerns facing local probation departments.

Even after the task force examined existing models and devised potential new models for facilities administration, a lack of consensus remained as to the best way to resolve issues of judicial ethics, funding, liability, separation of powers, and confidentiality. There are multiple ways of dealing with these issues, but the task force has not yet been able to craft a model that fully addresses the broad-ranging concerns. The task force recommends that there be further study to evaluate and recommend a governance model. Courts and counties are encouraged to collaborate in the appointment, evaluation, and removal of CPOs pending a recommendation from the task force. The task force recognizes that once the governance model is established, major issues connected to governance—including, perhaps most significantly, the employee issues presented in section IV—will need to be addressed by the appropriate entity.

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#### MISSION STATEMENTS WITH GOALS AND OBJECTIVES

As discussed in section III, outreach efforts and stakeholder input clearly pointed to the value of probation departments' development of mission statements. Typically, a mission statement declares the main purpose of an organization. The objectives provide the specific action steps required at every level of the organization to implement the mission and ensure that all employees are working toward the same goals. Mission statements are especially significant in organizations that have many new employees with limited experience, a phenomenon that reportedly exists in many probation departments statewide. Although 85 percent of the responding counties stated that they had written mission statements for their departments, survey results also indicated that some probation departments lacked mission statements and objectives. More than half of the counties with mission statements had written them during the past 5 years. Almost one-third of the responding counties indicated that their mission statements had not been reviewed in the past 10 years.<sup>84</sup>

Recommendation 3: Probation departments should develop and annually review mission statements with clearly defined goals and objectives.

The task force concluded that mission statements are most effective when they are targeted at the unique characteristics and needs of the local population and thus must be developed at the local level. Stakeholder collaboration and input are essential ingredients in the successful implementation of a probation department's mission statement. Many elements will be common to most mission statements and accompanying goals and objectives (e.g., an emphasis on public safety), but other elements will vary greatly because of the diversity of the locale and population throughout the state.

A well-thought-out and clearly stated mission statement that is reviewed annually and that contains precisely communicated goals and objectives can be a useful tool for focusing a department and its collaborative partners on the tasks they set for themselves. To maximize the benefit to be derived from the formulation of mission statements, all aspects of the mission, goals, and objectives must be understandable and clearly defined.

While mission statements are necessary to properly manage a department, they also help the department communicate its mission and function to the public and community. A strictly internal mission statement may be useful, but a greater benefit will be achieved when a clearly defined mission statement accompanied by goals and measurable objectives is effectively communicated to the public. When there is successful external communication of probation's role in the community, the public perception of probation then can be based on probation's success or failure in achieving its goals and objectives.

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<sup>84</sup> Stakeholder Survey Results, p. 31.

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Recommendation 4: Probation departments should incorporate measurable outcomes in developing goals and objectives.

Measurable outcomes are necessary to determine not only what is working in a department, but also what is not. Once a probation department has developed a mission statement with goals and objectives, the next step in the process is to establish measurable outcomes so that the success or failure in achieving the stated goals and objectives can be objectively evaluated. Measurable outcomes range from items such as reduced juvenile hall population to decreased truancy. To the extent possible, measurable outcomes should be stated in positive or growth-related terms (increased number of juveniles completing school or getting a GED), rather than in negative or deficit terms (decreased recidivism).

#### INFORMATION AND COMMUNICATION

Communication and effective information systems are critical within probation departments, between probation departments, and in communications with other justice system participants. As the California justice system moves toward a coordinated approach, effective communication becomes increasingly important. Further, in a time of fiscal prudence, information takes on a key role in the identification of cost-effective services.

Recommendation 5: Probation departments should develop a common statewide language to facilitate communication, delivery of services, and comparisons across jurisdictions.

To encourage effective communication, probation needs a common language. For example, employee titles, services, programs, and outcomes frequently do not share a common definition across county lines or among different county departments. Effective communication between and among stakeholder groups is a fundamental prerequisite for the development of statewide guidelines or standards and effective mission statements and strategic plans and their component measurable goals and objectives. Where there is potential for misunderstanding, extra effort must be made at the outset to ensure that all interested parties share a common language.

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Recommendation 6: Probation technology resources should be reconfigured and augmented to enhance statewide communication and improve operational systems, resource allocation, and capacity for evaluation.

Technology touches every element of probation. At a time when probation departments are being asked to do more with available resources, technology is one of the most important tools probation departments have to aid in the development, evaluation, and improvement of programs.

The task force has not performed an in-depth review of probation technology and information systems in California; such a review and its accompanying recommendations could serve as the focus of an entire task force effort. However, the task force discovered during the information-gathering phase that certain technology-related concerns were prevalent. Stakeholders repeatedly stressed technology's potential uses in developing and strengthening collaborative efforts and in enhancing the delivery of services. In addition to computer automation systems, there are a number of tools and technologies that could be more widely incorporated, as discussed in section III.

Currently, probation departments do not share an automation system nor are there statewide technology standards. The absence of a standardized system makes any meaningful intra- or intercounty sharing of data impossible. In a state as large and diverse as California, a one-size-fits-all technological solution is not feasible. There is, however, a clear need for technology to be implemented in a way that will allow interconnectivity countywide and statewide. Information collection efforts must be improved to provide data necessary for the development of more effective collaborative systems.

At present, some counties do not have the resources to supply the hardware and/or software necessary to compile and deliver data for existing databases. The task force recognizes that even if a standardized system is developed, there must be allowance for flexibility and innovation at the local level if individual probation departments are to maximize strengths in their own diverse contexts.

Future legislation to fund technology development and improvement at the local level should be considered. The initial impetus for the creation of a state-level information system that allows county-to-county sharing of information will have to come at the county level. Most probation departments in California do not have enough staff to provide services and run an information system. Legislation may be necessary to fund technology for probation departments so that they have adequate personnel to maintain management information systems. Funding of necessary employee positions will be a major issue for medium- and small-sized probation departments if they are to implement and effectively use adequate technology systems. Systems will not be effective without staff support.

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The technology issues of probation for adult and juvenile offenders are similar, but potential privacy issues relating to information about juveniles call for special attention. Legislation may also be necessary to deal specifically with privacy issues raised by the intra-agency sharing of information. Existing confidentiality statutes and regulatory provisions serve as barriers to information sharing. Laws are designed to protect the rights of juveniles by ensuring confidentiality and restricting access to sensitive information. Laws also have the effect of limiting access to information about many juveniles who have come into contact with probation departments. The development of a statewide database to collect information regarding juveniles falling under any Welfare and Institutions Code designation would require a legislative change to existing laws.

#### MANAGING THE PROBATION PROCESS

Probation performs a unique and critical role in the criminal and juvenile justice systems, often serving as a linchpin among the many stakeholders. Probation officers draft reports; provide evaluations and recommendations to the court; and direct offenders to mental health, education, substance abuse, and other appropriate services. They also assess and provide services to low-risk offenders and intensive supervision and services to high-risk offenders.

Recommendation 7: Probation departments should develop assessment and classification systems and tools as part of an effective case management strategy.

So they can receive appropriate services and supervision, all offenders, adult and juvenile, must be properly assessed. Case assessment and planning are important at two levels. First, assessment is necessary to make decisions about appropriate alternatives and services for individual offenders. Second, assessment of risk and needs is essential to make agency or jurisdictional plans for probation services.<sup>87</sup>

Assessment and classification systems are necessary to properly supervise offenders along the continuum of services and sanctions. Although commonly associated with high-risk offenders, these systems are equally applicable to low-risk offenders. Risk and needs assessment and case classification are important tasks within probation. Supervision and treatment efforts are needed to deal with those at the highest risk of reoffending, and to

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<sup>&</sup>lt;sup>85</sup> Several laws designed to ensure confidentiality and restricted access to sensitive records protect low-level juvenile offenders. For example, Welf. & Inst. Code, § 285 permits data to be reported only in the aggregate, without identifying information. While aggregate statistics are certainly valuable, individual-level data is essential. At present, the law prohibits linkage of county databases into a single statewide database (J. L. Worrall and P. Schram, *Evaluation of California's State-Level Data Systems for Incarcerated Youth* (Jan. 2000) School of Social and Behavioral Sciences, California State University at San Bernardino, p. 14 <a href="http://www.csus.edu/calst/Government\_Affairs/Reports/ffp37.pdf">http://www.csus.edu/calst/Government\_Affairs/Reports/ffp37.pdf</a> (as of Nov. 28, 2001).

<sup>&</sup>lt;sup>87</sup> Adult Probation White Paper, p. 32.

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accomplish that, appropriate assessment and classification strategies are needed. Identifying and working with high-risk offenders creates an opportunity to prevent future offenses, leading to decreased criminal behavior and enhanced public safety.

Use of a formal assessment and classification system brings greater validity, structure, and consistency to the assessment and decision-making process. This formal assessment also allows for a more precise allocation of limited system resources, permitting probation departments to target the most intensive/intrusive interventions on the most serious, violent, and chronic offenders.

Meaningful program evaluation is also connected to assessment and classification.<sup>88</sup> Once offenders are directed to the appropriate programs and subgroups within programs, it is expected that the offenders' goals will be achieved successfully. Program outcomes can be measured for program evaluation, and, if necessary, program components can be adapted to more fully accomplish goals.

An up-front technological investment in the area of risk and resiliency assessment may save time and resources later. As more probation departments focus on high-risk offenders, development and improvement of diagnostic tools that enable rapid and accurate identification of high-risk individuals so they can be supervised and managed effectively becomes crucial. These tools are being used effectively to address underlying issues such as substance abuse and mental health issues.

In the long run, resources will be conserved by making multiple input and storage of the same information in separate locations unnecessary. Some counties are already entering the kind of information necessary to make decisions about offenders, but the information is not being used effectively because there is no efficient way for the data to be shared. Many counties that do not have automated systems will require assistance to catch up with existing technology.<sup>89</sup>

Recommendation 8: Probation departments should establish a graduated continuum of services and sanctions to respond to the needs of each offender.

A continuum of graduated services tailored to the needs of offenders also is necessary. Once an offender's risk, resiliency, and needs have been assessed, it is imperative that probation departments provide the appropriate response and services. Probation departments need the flexibility to offer offenders services tailored to particular needs. Every effort must be made to implement or expand services on the continuum to ensure

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<sup>88</sup> Adult Probation White Paper, p. 33.

<sup>89</sup> Six County Executive Summary, p. 6-7.

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public safety and encourage rehabilitation. The services available cannot be of a one-size-fits-all variety. A range of services and programs that can be tailored to fit individual clients is needed. The sanctions within a continuum do not necessarily correspond to a level of supervision. Other dimensions must include severity of punishment, degree of accountability, treatment intensity, and cost.

Sanctions refer to a range of graduated, credible restrictions targeted at specific offender profiles and used as monitoring controls. <sup>90</sup> The theory behind sanctions is that offender populations present a broad range of risks that must be accompanied by an appropriate range of sanctioning options to match those risks. The sanctions range from less to more severe and can move up or down the continuum depending on the performance of the offender. The primary advantage of sanctions is that they give probation departments the tools and ability to respond appropriately to a diversity of offenses and offenders.

A continuum of services and sanctions also must be sufficiently nuanced and flexible to appropriately address the needs of the offender. There is a particularly strong need for services targeted at girls. In some counties, 25 percent of detained juveniles are female, <sup>91</sup> and often there are no gender-specific services in place.

When possible, intervention should be based on strength building rather than flaw fixing. Papproaching a probationer with a perspective that focuses on strengths and competencies allows the probation officer and the probationer to mutually discover how these personal resources can be applied to the situation. In the past, these types of efforts have failed because there was no effective extension from philosophy to practice. The philosophical first step is to believe that an adolescent can build upon strengths and past successes in a way that can help keep troublesome behavior in check. Just as important is the second step of having practice methods to identify and marshal these strengths for the necessary behavior changes.

<sup>&</sup>lt;sup>90</sup> Adult Probation White Paper, p. 48.

<sup>&</sup>lt;sup>91</sup> California Board of Corrections, *Juvenile Detention Profile Survey, 2nd Quarter, 2001* <a href="http://www.bdcorr.ca.gov/fsod/juvenile%20detention%20survey/2001/quarter\_2/cap\_pop\_adp.pdf">http://www.bdcorr.ca.gov/fsod/juvenile%20detention%20survey/2001/quarter\_2/cap\_pop\_adp.pdf</a> (as of Nov. 28, 2001).

<sup>&</sup>lt;sup>92</sup> Adult Probation White Paper, p. 21.

<sup>&</sup>lt;sup>93</sup> M. D. Clark, Strength-Based Practice: The ABC's of Working with Adolescents Who Don't Want to Work with You (1999) Institute for Strengths in Juvenile Justice http://www.drugs.indiana.edu/prevention/assets/asset2.html (as of Nov. 28, 2001).

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Recommendation 9: Prevention and early intervention efforts in appropriate cases should be an essential component of effective and meaningful probation services.

Much of the work being done in the area of prevention and early intervention focuses on the application of programs to juvenile services. <sup>94</sup> Similar prevention and intervention efforts targeted at the adult system warrant further study. Adult drug court and domestic violence efforts have proven effective in addressing the needs of adult offenders; these efforts should be examined and expanded as appropriate. Adult and juvenile services must target the appropriate population—what works for one offender may not work for another offender who committed the same offense.

#### Strategies for Planning Effective Services

This strategy for planning effective services can be applied to programming in the juvenile or adult venue. This strategy encourages a disciplined approach to all prevention efforts and early-intervention services.

- Strengthen families in their role of guiding, disciplining, and instilling sound values:
- Support core social institutions and their role in supporting families and helping them develop their maximum potential;
- Promote prevention strategies and activities that reduce the impact of negative risk factors and enhance the influence of positive protective factors in the lives of those at greatest risk to offend;
- Provide immediate, effective, and appropriate interventions at the first sign of trouble in an offender's life;
- Establish a meaningful system of graduated sanctions and a logical continuum of services to respond effectively and appropriately to the needs of each offender; and
- Use the least restrictive alternative to placement in an effort to keep families intact whenever possible and appropriate.<sup>95</sup>

Efforts must be made to intervene at an early stage with those at greatest risk of violating the law. A clearly defined plan, measurable process and outcome thresholds, and broad-based collaboration are needed.

<sup>&</sup>lt;sup>94</sup> For example the Orange County Probation Department's 8% Solution program has successfully targeted high-risk juvenile offenders ages 15 and under at the time of their first or second contact with probation (<a href="http://www.oc.ca.gov/Probation/e8%25Solution/c8%ProblemProgramOverview.asp">http://www.oc.ca.gov/Probation/e8%25Solution/c8%ProblemProgramOverview.asp</a> [as of Nov. 28, 2001]).

<sup>&</sup>lt;sup>95</sup> Office of Juvenile Justice and Delinquency Prevention, Comprehensive Responses to Youth at Risk: Interim Findings from the SafeFutures Initiative (Nov. 2000) p. 4.

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Recommendation 10: Courts and counties should develop and implement partnerships and work collaboratively to ensure appropriate levels of services for adult and juvenile offenders.

The decade of the 1990s saw the advent and growth of collaborative treatment-based programs in courts and probation departments. These programs are grounded in probation interaction with other community resources to provide court-monitored comprehensive treatment programs for adult offenders. The goal of these programs is to reduce recidivism and restore the offender to useful status in society. Examples of such programs are drug courts, domestic violence courts, and mental health treatment courts.

Early data on these programs has demonstrated that they are effective in reducing crime and enhancing public safety. The task force had neither the time nor the resources to fully explore the extent and efficacy of adult collaborative treatment programs in probation services. Further study should be given to collaborative adult prevention and treatment programs that exist in California or in other jurisdictions to help determine effective program options that would positively affect the adult offender population.

Recommendation 11: Probation departments should adopt workload standards rather than caseload ratios.

The term *caseload* is used to indicate the number of cases assigned at any one time to a probation officer. Of the many mechanisms that have been used to assess and study the issue of probation resources, a strict caseload measure that quantifies the number of cases assigned per officer has remained the most prevalent. The question "What is the ideal caseload size?" is difficult to answer because of the extreme diversity of probation departments.

Workload measure rather than caseload size is the most accurate and effective gauge for equalizing work distribution among probation officers. Workload measure realistically considers the number of cases, contacts, and other responsibilities for each case, as well as job responsibilities not specifically related to case management. Probationers should be treated differently depending on the amount and type of supervision required. Each case should be given a weighted value depending on the risks and needs associated with the probationer; this will help the department more rationally and equitably distribute workload.

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<sup>&</sup>lt;sup>96</sup> Juvenile Probation White Paper, p. 87.

<sup>&</sup>lt;sup>97</sup> Six County Executive Summary, p. 13.

<sup>98</sup> Stakeholder Survey Results, p. 19.

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Caseload per officer is neither a fair nor accurate assessment of the amount of work being performed. Probation must move away from focusing on the number of cases per probation officer and instead focus on the actual amount of work assigned. The task force recognizes that this philosophical shift alone will not resolve the problem of heavy workload, because a root cause of the problem is the high ratio of probationers to probation officers. In addition to equalizing work distribution, a workload approach will also position probation departments to more accurately describe and quantify their workload challenges so they can make more solid policy and operational decisions and more persuasively make a case for additional resources.

Moving to a workload mentality helps achieve the goal of ensuring that each probationer is treated appropriately in terms of the amount and type of supervision received. This system recognizes that a probation officer may be expected to give different amounts of time and different types of attention to each case. In practice, this will translate into different frequencies of personal contacts per case by the assigned officer. <sup>99</sup> If a probation department is adopting a management strategy that is based on differentiation of case supervision, then the method of assigning and accounting for those cases must accommodate that approach.

The following factors support the development of probation department workload measures:

- No national standards exist that define workload measures;
- Management and line staff are concerned about disparity in workload size;
- Standards will ensure that probation employees are not asked to work beyond the appropriate work hours;
- As part of overall sound management standards, workload measures would guarantee that each employee would have nonclient activities built into his or her work schedule;
- Workload measures would ensure that probation employees would receive credit for all job-related functions in which they participate;
- Workload measures would provide budget justification for needed resources;
- Workload standards would provide more control over a department's direction; and
- Workload standards would allow for planned contingency options.

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<sup>99</sup> Ibid.

<sup>&</sup>lt;sup>100</sup> APPA Position Paper on Caseload Standards <www.appa-net.org> (as of Nov. 28, 2001).

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Workload standards will not produce accurate time allotment unless the preceding factors are included in their development. During the outreach process, probation employees continually stressed the importance of workload equalization. Translating assessed risk/needs into accurate time allotment is the key to equalizing workload for probation officers.

The task force's information-gathering process determined that the necessary tools for implementing a risk/needs assessment that is connected to a workload approach are already available. These assessment tools are probation-officer friendly. They can be self-administered on personal computers and then scored and their results printed within 20 to 30 minutes. Advanced instruments have validation components that determine the truthfulness of each test taker. The best instruments have validation components and allow the test to be normalized to the probation population in each local jurisdiction. With the proper equipment, a single trained person can administer the assessment instrument to as many as 15 people at the same time. With good assessments, staff can focus on identified needs. Assessment of adult and juvenile probationer's risk/needs is essential to maximize the limited resources available for supervising this population.

A formalized assessment of each probationer must occur both before and after delivery of services by probation employees. A comparison of evaluations will allow progress to be measured and will also assist in studying the value of services provided by the department. These assessments will also gather the information necessary to determine that proper time units are allotted for different supervision and administrative tasks. The task force recognizes that there must be a clear connection between the use of validated risk/needs assessment instruments (the time and resources each individual case requires) and workload standards (how work can be equitably distributed).

The traditional view of process and measurable outcomes is that process measures serve as aids in determining whether a program is implemented as designed. Measurable outcomes are used to determine whether the program or practice achieved the desired results. By collecting data that measures both the process and the outcome of services provided to each probationer, probation management will have the raw data necessary to make informed adjustments to service delivery.

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<sup>&</sup>lt;sup>101</sup> See Stakeholder Survey Results, pp. 19–22.

<sup>102</sup> Stakeholder Survey Results, p. 19.

<sup>103</sup> Ibid.

<sup>104</sup> Ibid.

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#### Advantages of Workload Assignment Standards

Workload assignment standards, using process and measurable outcomes, would provide the following probation management advantages:

- Equal workload distribution for all probation employees;
- Elimination of the mystique of what a full workload looks like;
- Accountability and measurability of probation services;
- Hard data for equalization of workloads among probation services;
- A management tool for making objective case-assignment decisions;
- Hard data for funding authorities for budget justification;
- Community credibility and legitimacy of probation's function and activities; and
- A reward system for probation employee efficiency.

Implementation of a workload standard will benefit the public by maximizing the use of available probation resources. Probation employees and probation management will benefit from the equalization of workload throughout departments and from the collection and aggregation of data necessary to justify increased funding for departments. This approach will also reduce the likelihood of and need for making uninformed policy decisions by providing objective, quantifiable process and outcome data.

#### EDUCATIONAL ISSUES

The task force examined the role of education as a preventative tool, the delivery of probation services that meet the educational needs of offenders, the provision of education in custody facilities, and the education and vocational training needs of adult offenders.

Recommendation 12: Probation officers should be trained to ensure that children's educational rights are investigated, reported, and monitored.

Probation officers must continue to be aware of the importance of ensuring that juveniles receive an appropriate education. Education and special education training for probation officers must be expanded if there is to be raised awareness about this issue. Probation officers need to be trained to recognize whether a juvenile has a disability and to actively pursue necessary educational services.

Training for appropriate staff needs to include such topics as identification of behavioral and learning disabilities, the causal relationship between certain disabilities and the juvenile justice system, the special education process, school discipline (e.g., expulsions and suspensions), and the legal framework regarding education. Probation officers should be apprised of federal and state special education law, as well as of the many types of disabilities that a juvenile may have. <sup>105</sup>

<sup>&</sup>lt;sup>105</sup> L. Warboys et al., *California Juvenile Court Special Education Manual*, Youth Law Center (1994) pp. 74, 75.

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Communities also should consider school-based probation officers. School-based probation officers could more readily deliver the following services:

- Notify the school of a juvenile's probation conditions and any special educational or therapeutic needs;
- Monitor a juvenile's attendance, school performance, and behavior;
- Conduct home visits and coordinate intervention services from sources outside the school system;
- Coordinate reentry conferences for students returning to school following placement in a juvenile facility; and
- Provide services to children who are not necessarily wards, but rather were referred to the probation department because of school behavior and discipline problems, minor offenses, or family difficulties.<sup>106</sup>

Recommendation 13: Probation departments should, whenever appropriate, support the efforts of parents and schools to identify children with exceptional needs or other educational disabilities to provide proper educational services.

Education is one of the most effective forms of crime prevention.<sup>107</sup> Advancing a child's educational proficiency and skills can be a deterrent for a child who may be in danger of violating criminal laws. Illiteracy and poor academic performance may not be direct causes of criminal behavior, but juveniles who have received inadequate education are found within the juvenile justice system in disproportionate numbers.<sup>108</sup>

Because so many juvenile offenders are eligible for special education services, juvenile justice professionals, and especially probation services staff, should be apprised of the narrow, yet comprehensive, special education field of law. Both federal and state laws articulate special education services and legal entitlements to students. Section 24 of the Standards of Judicial Administration, relating to juvenile court matters, was amended in January 2001 to address the educational needs of children before the court. Section 24 provides guidance to the juvenile court regarding the educational rights of children. Also, a special education training component for judicial officers, court personnel, attorneys,

<sup>&</sup>lt;sup>106</sup> Ibid.

<sup>&</sup>lt;sup>107</sup> Center on Crime, *Communities and Culture, Research Brief,* Occasional Paper Series (Sept. 1997) p. 1 <a href="http://www.soros.org/crime/research\_brief">http://www.soros.org/crime/research\_brief</a>—2.html> (as of Dec. 20, 2001). <sup>108</sup> *Id.*, p. 2.

Individuals with Disabilities Education Act (IDEA) (20 U.S.C. § 1400 et seq.), and Educ. Code, §§ 56300, 56301, requiring each school district, special education local plan area, or county office of education to actively and systematically seek out all individuals with exceptional needs, including children not enrolled in public schools.

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volunteers, law enforcement personnel, and child advocates was included.<sup>110</sup> Section 24(g) and (h) provide principles concerning special education to guide the juvenile court and clarify the court's role in taking responsibility for the education of children under the jurisdiction of the juvenile court.

Probation officers can actively participate in the child's educational process in many ways. They must work with other court and education system participants to ensure that the child's educational needs are identified and met. Probation officers should consider the following responsibilities regarding the child's educational concerns. Probation officers should (1) ensure that cases stemming from school behavior that may be disability related are reviewed for appropriate special education procedures; (2) request special education records, evaluations, and assessments; (3) ensure that the child's educational records are transferred to the subsequent placement and that the child's placement or service provider can appropriately meet the child's educational needs; (4) work with the child's family members, attorney, Individualized Education Program (IEP) team, and other interested parties to coordinate the child's assessment; (5) participate in IEP meetings to effect changes in the child's education; (6) provide truancy services or make appropriate community referrals regarding truancy; (7) obtain all relevant education records and ensure that they are accurate and current; and (8) ensure that the child is not conveyed to the physical custody of the Youth Authority until the child's IEP, for the individual with exceptional needs, has been furnished to the CYA.

Probation departments may be active in establishing truancy prevention programs as a delinquency prevention measure. There is an established link indicating that truant behavior is a precursor to delinquent behavior. If a child is not regularly attending school, there is a greater chance of the child's engaging in misconduct with no adult supervision. Recognizing the link between truant behavior and delinquency, probation departments and other agencies can collaborate to establish truancy—juvenile delinquency prevention programs.

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<sup>&</sup>lt;sup>110</sup> Cal. Standards Jud. Admin., § 24(d)(2).

California Task Force to Review Juvenile Crime and the Juvenile Justice Response, Final Report (Sept. 1996) p. 62.

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Recommendation 14: Probation departments should work with schools and education agencies to ensure that juveniles in custody and on probation receive the educational services and appropriate curriculum required by law.

Education is critical to a child's success and can be used as a preventative measure to delinquency. However, if the juvenile has already encountered the delinquency system, he or she may be placed in a juvenile detention center. To prevent recidivism and assist a juvenile in getting back on track educationally, the juvenile must receive the services that he or she is legally entitled to and must be provided with a challenging educational curriculum.

Juveniles in correctional facilities may require remedial education for a number of reasons: either they have missed large amounts of schooling and have fallen behind, or they have not received the educational services to which they are entitled. Remedial education is intended to improve a person's deficient skills; however, this does not mean that the curriculum or assignments need to be easy to complete. Juveniles may require intensive assistance and varying levels of educational attention or oversight. Each juvenile has different educational strengths and weaknesses, and depending on the disability, may require various approaches to learning.

Understandably, juvenile facilities face numerous barriers to providing adequate and appropriate educational services. Facility overcrowding and understaffing are major concerns. These pressures may restrict education and treatment services. The differences among juveniles (e.g., age, gender, ethnicity, academic performance, and offense history) make clear the necessity for differential and individualized educational programming.<sup>112</sup>

Whether a juvenile receives GED preparation, prevocational and vocational education, literacy and functional skills education, or academic courses, juveniles in juvenile facilities are entitled to receive an appropriate education. Juvenile facilities must collaborate with educational and other community agencies to ensure that this population is obtaining an appropriate education.

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<sup>&</sup>lt;sup>112</sup> S. Meisel et al., *Collaborate to Educate: Special Education in Juvenile Correctional Facilities* <a href="http://www.edij.org/Publications/pub01\_17\_00.html">http://www.edij.org/Publications/pub01\_17\_00.html</a> (as of Nov. 28, 2001).

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Recommendation 15: Probation departments should work with education agencies to ensure that adult probationers have access to educational and/or vocational services.

Probation officers must also work with adult offenders. Research has shown that education is one of the most effective forms of crime prevention for adults as well as juveniles. Many adult probationers never completed high school or received an equivalency degree or GED. Probation departments must work with the education agencies to ensure that adult probationers have access to education services and must also encourage probationers to complete their education.

Adult education serves three important goals. First, it assists the probationer in improving his or her educational level. For most probationers, learning to read, earning a GED, or gaining acceptance into a higher education program marks the first time in their lives that they have actually attained a worthwhile milestone. Second, it deters future criminal behavior by advancing a probationer's educational level and thus providing him or her more opportunities for lawful, gainful employment. Many probationers are unemployed because they do not meet minimum educational requirements. Additionally, completion of the Education Services Program can persuade employers that the person can finish what he or she starts and that the person is functioning at a higher level of maturity and responsibility. Finally, adult education increases the number of productive, contributing members of society. Helping offenders earn a minimum education, and thereby helping them become employable, makes offenders more likely to steer clear of the criminal justice system and become responsible, tax-paying citizens who no longer depend upon public assistance/welfare.<sup>114</sup>

#### JUVENILE DETENTION

According to recent Board of Correction data, as well as stakeholder input and testimony during outreach efforts, juvenile custody facilities are often filled beyond intended and rated capacities. There are many reasons for this overcrowding, but in part it is caused by the need for probation officers and judges to take the appropriate amount of time to consider a juvenile's case and apply the relevant legal standards to determine whether a juvenile should be released or detained.

Open Society Institute, Education as Crime Prevention: Providing Education to Prisoners,
 Criminal Justice Initiative, Research Brief Occasional Paper Series No. 2 (Sept. 1997).
 Marion County Indiana Superior Court Probation Department, Adult Division

<sup>&</sup>quot;Marion County Indiana Superior Court Probation Department, Adult Division <a href="http://www.indygov.org/probation/report/1998/4ab.htm#1a">http://www.indygov.org/probation/report/1998/4ab.htm#1a</a> (as of Oct. 22, 2001).

California Board of Corrections, *Juvenile Detention Profile Survey, 2nd Quarter, 2001, Overall Capacity, Population and ADP Breakdown* <a href="http://www.bdcorr.ca.gov/fsod/juvenile%20detention%20survey/2001/quarter\_2/cap\_pop\_adp.pdf">http://www.bdcorr.ca.gov/fsod/juvenile%20detention%20survey/2001/quarter\_2/cap\_pop\_adp.pdf</a> (as of Nov. 28, 2001).

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Recommendation 16: Juvenile detention reforms should be developed and implemented to ensure that juveniles are appropriately detained and to reduce overcrowding in detention facilities.

One possible answer to overcrowding is to reform detention practices. Considerable work has been done on this issue, led by the Annie E. Casey Foundation's Juvenile Detention Alternative Initiative. Although the following discussion draws largely on the efforts of the Annie E. Casey Foundation, the task force recognizes that this is one of several approaches to detention reform that could be considered.

Alternatives to out-of-home-placement can help keep juveniles with their families and receiving services within their communities. Detention reform and disproportionate minority confinement must be considered together to address problems of overcrowding. Overrepresentation of minority juveniles in juvenile custody facilities is caused by many factors: the juvenile justice system, socioeconomic factors, the educational system, and the family.

The Annie E. Casey Foundation lays out a proven, successful program for reducing disproportionate minority confinement. The first strategy is collaboration: the coming together of juvenile justice system stakeholders and other potential partners to confer, share information, develop systemwide policies, and promote accountability. One goal of this collaboration is to build a consensus regarding the purpose of detention. It is suggested that secure detention be used to ensure that alleged delinquents appear in court at the proper times and to protect the community by minimizing serious delinquent acts while cases are being processed. The strategy used to implement this purpose is the development of an objective risk-based detention system that quantifies risk by measuring the issues defining it. The present offense, the past criminal record, and whether or not the offender has a history of failures to appear are all important factors in considering risk for detention.

<sup>&</sup>lt;sup>116</sup> R. Stanfield, Overview: Pathways to Juvenile Detention Reform: The JDAI Story—Building a Better Juvenile Detention System, A Project of the Annie E. Casey Foundation (Baltimore, Md: The Annie E. Casey Foundation, 1999).
<sup>117</sup> Id. at p. 32.

<sup>&</sup>lt;sup>118</sup> K. Feely, No. 2, Pathways to Juvenile Detention Reform: Collaboration and Leadership in Juvenile Detention Reform (1999), p. 12.

<sup>&</sup>lt;sup>119</sup> F. Orlando, *No. 3, Pathways to Juvenile Detention Reform: Controlling the Front Gates—Effective Admissions Policies and Practices* (1999), p. 10. <sup>120</sup> *Id.* at p. 24.

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#### Evaluating Risk: Its Role in Detention Reform

Research tells us that a good risk-based system can determine which cases are high, medium, or low risk. 121 This information is crucial in making a determination regarding appropriate placement and whether detention is the best alternative.

- Low-risk cases can be released without additional services because they have little propensity to commit another crime in the time period from release until their next appearance, and, further, they will not miss their next court appearance.
- Medium-risk cases can be released with a detention alternative, such as home supervision/electronic monitoring.<sup>122</sup>
- High-risk cases are best kept in secure detention.

Under **home supervision**, a juvenile is detained but released home under very close supervision, with daily visits by probation staff.

**Electronic monitoring**, when combined with home supervision, gives the court another option for the possible release of cases of a little higher risk where the court is willing to take a chance. <sup>123</sup> It also provides a step up for those who are on home supervision and have a technical violation of their home supervision contract. Compared to the cost of incarceration, the home supervision and electronic monitoring alternatives are relatively inexpensive. Further, they are very successful in achieving the goal of not having youth miss court appearances or reoffend during case processing.

The next strategy recommended is to provide dispositional alternatives that are varied, graduated, strength based, and located as much as possible within the local community. The alternatives should be provided in the least restrictive setting. Counties should attempt to provide strength-based family preservation services wherever possible as an alternative to out-of-home placement. In California, all counties can participate in a system of care, and these alternative should as much as possible follow that model. 125

Using a system-of-care model, with partnerships with the community, some counties have proven that alternatives to residential placement can work and be very successful. It has been demonstrated that providing these kinds of services reduces lengths of stay in detention, keeps youths in their local schools, maintains family ties, and does not entail any additional criminal risk to society. Although there will always be cases in which residential placement is the most appropriate approach, research and practice have demonstrated that alternatives can work.

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<sup>121</sup> Id at n 25

<sup>&</sup>lt;sup>122</sup> P. DeMuro, No. 4, Pathways to Juvenile Detention Reform: Consider the Alternatives, Planning and Implementing Detention Alternatives (1999), p. 32.

<sup>&</sup>lt;sup>123</sup> *Id.* at p. 18.

<sup>&</sup>lt;sup>124</sup> *Id.* at p. 11.

<sup>&</sup>lt;sup>125</sup> California System of Care Web site <a href="http://www.dmh.cahwnet.gov/SpecialPrograms/child.htm#1">http://www.dmh.cahwnet.gov/SpecialPrograms/child.htm#1</a> (as of Dec. 20. 2001).

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Probation departments should examine closely the reasons for facility overcrowding and identify any barriers to release, specifically from the perspectives of race and gender, that exacerbate the problem. Barriers may include communication, language, and transportation issues and the need for extra support services for parents who are unwilling at first to take back their children.

The final strategy necessary to alleviate unnecessary overcrowding is to look at the efficiency of the system in moving cases. 126 Close examination of the timeline from initial arrest to final disposition may reveal decision points or procedures that introduce inefficiencies and unnecessary delays. In a collaborative system, processes can be sped up by making the system sensitive to delay and anticipating possible outcomes. Some counties have developed the position of expediter, where the job of the expediter is to make sure that as few delays as possible occur. The cost savings frees resources that can be reallocated to underfunded areas and maximizes efficient delivery of probation services.

Custody facility overcrowding produces unsafe, unhealthy conditions for both detainees and staff. Overcrowding negatively affects all aspects of detention. When staffing ratios fail to keep pace with population, the incidence of violence and suicidal behavior increases. Staff in overcrowded facilities are invariably required to resort to increased control measures such as lock-downs and mechanical restraints.

The type of detention reform strategy described here, coupled with the development of accurate assessment tools, has proven successful in diminishing overcrowding. High-risk cases are still detained in the interest of public safety, but low-risk cases can be released at intake, as incarceration is not necessary. Medium-risk cases that might have previously been detained can be provided with alternative supervision, allowing them to be maintained successfully in their homes and their communities.

#### CHANGING ROLE, CHANGING NAME

Probation plays a dual role in the community, with a strong service component and an equally important enforcement component. Probation's essential task is to ensure public safety both by supervising probationers and enforcing court orders and by providing rehabilitation services. With this unique balance in mind, the task force has taken a long-range view in developing recommendations that clarify the balance between enforcement and services and taking into account the diverse needs of the 58 counties and the state as a whole.

Probation Services Task Force Interim Report

<sup>&</sup>lt;sup>126</sup> D. A. Henry, *No. 5, Pathways to Juvenile Detention Reform: Reducing Unnecessary Delay, Innovations in Case Processing* (1999), p. 10.

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Recommendation 17: Probation departments should consider an approach to probation that balances offender accountability, victim restoration, competency development, and community collaboration.

The task force examined philosophies that serve as a basis for the development of modern probation practices. In studying probation in the state and nation, the task force recognized that an approach to probation that emphasizes offender accountability, victim restoration, competency development, and community collaboration should be considered in California.

The task force recommends that probation in California be delivered within a balanced justice framework. Public safety can be achieved by using community-based rehabilitation programs that are accountable to probation departments and to the courts. To facilitate this vision of community participation, deputy probation officers throughout the state must become proactive participants in the ongoing development of a balanced justice system.

First articulated as a mission for juvenile probation agencies, the balanced justice approach is increasingly part of the fundamental ideology guiding the development and delivery of both adult and juvenile justice services. 127 This approach includes victims, communities, and offenders. In a balanced justice approach, the focus is on the victim, and victims are given the option of playing an active role in the justice process from the beginning to its conclusion. But crime is looked upon as more than a specific offense committed against a particular victim. It is not just the victim's problem; crime is a problem that belongs to the entire community.

The balanced justice approach posits three primary goals of justice: community protection, accountability, and competency development. 128 These three goals are equally important in determining appropriate responses to offenses and in allocating resources. However, this approach allows for individual assessment of offenders and differing emphases on various goals depending on the particular situation.

The goal of community protection bolsters the public's expectation of safety and security. Offenders should be maintained in the least restrictive environment (and at the most reasonable cost) in which public safety can be reasonably ensured. A tenet of a balanced justice framework is that offenders who are connected to their communities and who care about people in their neighborhoods are less likely to reoffend. It is important that offenders remain in their communities whenever possible, and that justice practices foster

<sup>&</sup>lt;sup>127</sup> Juvenile Probation White Paper, p. 19.<sup>128</sup> Juvenile Probation White Paper, p. 24.

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positive relationships among offenders, their families, and community members.<sup>129</sup> Removing offenders from their communities for punitive purposes severs bonds with families and others and places offenders with other offenders who may reinforce antisocial values.<sup>130</sup> Research has shown that high levels of surveillance alone, without effective treatment, are not useful in reducing recidivism or in increasing public safety.<sup>131</sup>

Activities engaged in by probation agencies and the other constituents of the justice system (victims, offenders, and community members) may serve a variety of purposes. However, it is unlikely that specific activities will always be equally useful in accomplishing each of the goals discussed. Therefore, when selecting sanctions for offenders and tasks for other members of the justice system, care must be taken to balance them so that all goals are addressed. For example, research on offender rehabilitation suggests that victim restitution is not especially useful as a means of reducing offender recidivism. However, it is a vital component of a restorative justice approach that helps victims recoup the losses they have suffered. Similarly, increased surveillance methods, including home confinement and electronic monitoring, are not particularly effective in reducing recidivism, but these strategies may be important for public protection as offenders are receiving treatment services to increase behavioral controls. These issues will be more fully examined in the task force's subsequent deliberations.

Recommendation 18: In conjunction with any change to the probation model in California, a change in name for probation should be considered to better reflect probation's function and status.

The task force clearly acknowledges the significance of probation's dual enforcement and services roles. However, many stakeholders perceive that the services component is diminishing in favor of a greater focus on enforcement. Probation departments now tend to hire deputy probation officers with criminal justice backgrounds rather than individuals with liberal arts degrees.

<sup>&</sup>lt;sup>129</sup> Adult Probation White Paper, p. 21.

<sup>130</sup> Ihid

 <sup>131</sup> J. Petersilia and S. Turner, "Evaluating Intensive Supervision Probation/Parole: Results of a Nationwide Experiment" (May 1993) National Institute of Justice Research in Brief, pp. 1–11.
 132 P. Gendreau, "The Principles of Effective Intervention with Offenders," in A. T. Harland (ed.), Choosing Correctional Options That Work: Defining the Demand and Evaluating the Supply (Thousand Oaks, Calif.: Sage Publications, 1996).
 133 Ibid.

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The task force recommends that if, ultimately, probation moves toward a community-centered focus, a name change should be considered to more accurately describe probation's role in the community. Some jurisdictions, including Texas and Oregon, have already implemented a name change. Examples of descriptive names that reflect the community focus include Department of Community Justice and Department of Community Corrections.

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# SECTION VI

### Conclusion and Future Steps

The proceeding interim report details the processes undertaken by the Probation Services Task Force that set out to discover where probation has been, where it is now, and where it should be. It sets out key findings about the prominent role probation plays in the criminal justice system and highlights the ways in which the system itself does not adequately support probation departments in carrying out their critical role. This section sets forth the future work necessary to finalize the development of the California Probation Model that will seek to enhance the quality of probation services in California.

The task force was charged with assessing the programs, services, organizational structures, and funding related to probation services provided by counties to the courts, probationers, and the public and with formulating findings and making policy recommendations to the Judicial Council, CSAC, the Legislature, and the Governor following this assessment, specifically:

- Identifying and evaluating practices and options for funding probation services;
- Identifying the nature and scope of probation services provided by counties to the courts, probationers, and the general public;
- Identifying and evaluating practices and options for the appointment and accountability of the CPO;
- Identifying and evaluating various organizational structures for adult and juvenile probation services;
- Identifying and evaluating practices of other jurisdictions with regard to the range and level of probation services, organizational structure, and funding; and
- Identifying the appropriate relationship between probation and the courts as it relates to court services and alternatives for achieving the preferred outcome.

The task force has made great strides toward addressing this broad charge. It has conducted extensive outreach efforts, including a detailed survey and stakeholder roundtable discussions; identified core areas of concern; advanced key findings; and developed 18 recommendations that are proposed for implementation in the near and mid term. Central findings and recommendations of the task force include the notion that collaboration, cooperation, and education are key to the provision of quality services, now and in the future.

The task force proposes that its work be extended 18 months to complete the development of a comprehensive, long-term plan for probation services and facilities, governance, and funding. In much the same way that this document stresses the value and benefits of local coordination and collaboration in the probation process, task force members, who themselves represent divergent interests, will continue in the second phase of the task force to collaborate and cooperate as they develop the California Probation Model. During the second phase of study, anticipated to conclude in June 2003, the task force will make use of advisory resources and will continue the process of educating the public and policy makers about the probation system, a process that will be informed by ongoing outreach efforts and the sharing of information and implementation resources with appropriate bodies. The educational and information gathering process will be accomplished through the Probation Services Task Force Web site, continued stakeholder outreach efforts, wide circulation of the interim report, and public hearings as necessary. Although the task force proposes that its work continue for an additional 18 months, certain recommendations can and should be implemented by the appropriate entities during that time, and the task force itself may issue additional recommendations before June 2003.

#### FUTURE STEPS

The following paragraphs set forth a blueprint for future action on core probation issues. In the coming 18 months, the task force anticipates finalizing the California Probation Model. It also will examine and prioritize other critical action steps, addressing those that present the most immediate needs and are inherently connected to the California

# Issues for Finalizing the California Probation Model

- ☑ Procedures for CPO Appointment and Evaluation
- Procedures for the Removal of the CPO
- ☑ Administration
- ✓ Services and Institutions
- ☑ Liability
- ☑ Employment Issues

Probation Model. Depending on the form that the California Probation Model takes, the task force may defer certain tasks that are more appropriate for the next generation of this task force or another advisory body to undertake.

#### California Probation Model

To finalize the California Probation Model and recommend a governance model that will best serve the needs of California, the task force must develop consensus on issues related to the appointment, evaluation, and removal of the CPO; funding; administration; services and institutions; liability; and

employment issues. The task force needs to turn a critical eye to the ethical, financial, and liability concerns related to any change in the oversight of services and/or custody facilities.

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As part of this process, the task force will review governance issues as they have been handled in other states and recommend ways to enhance probation's status in a manner consistent with judicial standards and ethics. The task force will review the financial implications of various governance models and will examine ways to secure stable funding, improve levels of service, and foster collaboration with other branches of government. Of necessity, these efforts will require a comprehensive review of current service practices to discover what services are being provided in every county, what probation services are mandated by statute, and what specific or core probation services cost.

A complete review of all laws and mandates, including statutes, case law, other appropriate regulations, and rules of court, must be undertaken. Further, this review must also include examination of such issues as caseloads, employer-employee relationships, and agency relationships. Concurrent with this review, a catalogue of probation services provided to the courts and community, including services provided in detention and treatment facilities, needs to be developed.

Finally, the task force must conduct a statewide fiscal review of county probation departments to quantify current probation costs and the potential fiscal impact of any movement of probation services among or between governmental entities.

#### Development of Standards and Guidelines

As the task force sought to examine probation in California, it became increasingly clear that the lack of uniformity of services from jurisdiction to jurisdiction does not permit comparisons between departments and hinders the development of model programs that could be incorporated and adapted to any jurisdiction. Statewide standards and guidelines need to be developed in the areas of workload, minimum levels of service, training, mission statements and objectives, technology, and assessment. This process could potentially assist in the determination of what core probation services should be provided in all jurisdiction and what services, if any, should be administered by another governmental entity.

#### Employment Issues

Following the development of a governance model, a further examination of employmentrelated issues must be undertaken that would include issues such as parity, officer safety, peace officer status, and qualifications of the CPO.

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# SECTION VII

#### Recommendations

The Probation Services Task Force makes the following specific recommendations:

RECOMMENDATION 1: Probation departments must have stable and adequate funding to protect the public and ensure offender accountability and rehabilitation.

RECOMMENDATION 2: Further study is needed to evaluate and develop a California Probation Model that conforms to the task force's fundamental principles and addresses the governance, structural, and fiscal concerns facing local probation departments.

RECOMMENDATION 3: Probation departments should develop and annually review mission statements with clearly defined goals and objectives.

RECOMMENDATION 4: Probation departments should incorporate measurable outcomes in developing goals and objectives.

RECOMMENDATION 5: Probation departments should develop a common statewide language to facilitate communication, delivery of services, and comparisons across jurisdictions.

RECOMMENDATION 6: Probation technology resources should be reconfigured and augmented to enhance statewide communication and improve operational systems, resource allocation, and capacity for evaluation.

RECOMMENDATION 7: Probation departments should develop assessment and classification systems and tools as part of an effective case management strategy.

RECOMMENDATION 8: Probation departments should establish a graduated continuum of services and sanctions to respond to the needs of each offender.

RECOMMENDATION 9: Prevention and early intervention efforts in appropriate cases should be an essential component of effective and meaningful probation services.

RECOMMENDATION 10: Courts and counties should develop and implement partnerships and work collaboratively to ensure appropriate levels of services for adult and juvenile offenders.

RECOMMENDATION 11: Probation departments should adopt workload standards rather than caseload ratios.

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RECOMMENDATION 12: Probation officers should be trained to ensure that children's educational rights are investigated, reported, and monitored.

RECOMMENDATION 13: Probation departments should, whenever appropriate, support the efforts of parents and schools to identify children with exceptional needs or other educational disabilities to provide proper educational services.

RECOMMENDATION 14: Probation departments should work with schools and education agencies to ensure that juveniles in custody and on probation receive the educational services and appropriate curriculum required by law.

RECOMMENDATION 15: Probation departments should work with education agencies to ensure that adult probationers have access to educational and/or vocational services.

RECOMMENDATION 16: Juvenile detention reforms should be developed and implemented to ensure that juveniles are appropriately detained and to reduce overcrowding in detention facilities.

RECOMMENDATION 17: Probation departments should consider an approach to probation that balances offender accountability, victim restoration, competency development, and community collaboration.

RECOMMENDATION 18: In conjunction with any change to the probation model in California, a change in name for probation should be considered to better reflect probation's function and status.

# APPENDIX A

# Probation Services Task Force Biographies

# PROBATION SERVICES TASK FORCE

### Biographical Information

## Hon. Patricia Bamattre-Manoukian, Chair Acting Admnistrative Presiding Justice of the Court of Appeals, Sixth Appellate District

Patricia Bamattre-Manoukian has served as an associate justice of the Sixth Appellate District since 1989. From 1988 to 1989 she was a superior court judge in Santa Clara County where she became the family law supervising judge in 1989. From 1983 to 1988 she served as a municipal court judge in Santa Clara County and Orange County. Prior to joining the bench, she was a deputy district attorney in Orange County.

Justice Bamattre-Manoukian has served on the Judicial Council, the Appellate Courts Security Committee, the Appellate Advisory Committee, the Blue Ribbon Commission on Jury Improvement, the Center for Judicial Education and Research (CJER) Governing Committee, the American Inns of Court, and other Judicial Council committees and California Judges Association committees. She is involved in judicial and legal education programs; has taught and lectured at the California Judicial College, Santa Clara Law School, Stanford Law School, Santa Clara Bar Association programs, and CJER institutes; and has participated in other school and community programs.

Justice Bamattre-Manoukian is the recipient of the California Judges Association Bernard Jefferson Award (1995), the St. Thomas More Award (1992), and the Orange County Narcotics Officers Association Judge of the Year Award (1985). She received a Ph.D. in public administration from the University of Southern California (USC), a law degree from Loyola Law School, a master's degree in public administration from USC, and a B.A. from the University of California at Los Angeles.

### Hon. Denny Bungarz Supervisor, Glenn County

Denny Bungarz was elected to the Glenn County Board of Supervisors for a four-year term in November 1994; was re-elected, unopposed, in June 1998; and served as chair of the board from January 1999 to January 2000. Prior to his election to the county board of supervisors he served on the Willows City Council and as mayor of Willows from April 1990 to March 1991. Supervisor Bungarz retired from the U.S. Forest Service in 1989, after 36 years of government service. From 1978 until his retirement, he was the forest

fire management officer for the Mendocino National Forest, where he was responsible for fire, law enforcement and electronic communications. His entire Forest Service career was spent in California, in the Shasta-Trinity, Six Rivers, Plumas, Los Padres, and Mendocino National Forests.

Supervisor Bungarz is a past chair of the Sacramento River Conservation Area Board of Directors; the current chair of the Northern California Emergency Medical Services board of directors; and a member of the State Board of Fire Services, appointed by Governor Pete Wilson in September 1995 and again in 1998. He serves on numerous boards and commissions.

### Hon. Patricia Clarke Supervisor, Shasta County

Patricia "Trish" Clarke of Anderson has been a Shasta County supervisor since 1991 having been re-elected in 1998 for a third four-year term. She served as chair of the board of supervisors in 1993 and 1998. She chaired the executive board of the California Association of Local Area Formation Commissions (CALAFCo) in 1998 and 1999 and has chaired the board of Shasta County LAFCo since 1997. From 1985 to 1990 she was a planning commissioner and city council member; served as mayor of Anderson for one year; and served as chair of the Anderson Fire Protection District.

Supervisor Clarke is a member of many civic and nonprofit organizations, including California Women in Timber, Shasta County Cattlewomen, Soroptimists International, and the Anderson Women's Improvement Club. She is a current member and past-president of the Anderson Chamber of Commerce and serves on the steering committee of the Shasta Alliance for Resources & Environment (SHARE). Supervisor Clarke currently presides over California State Association of Counties' Administration of Justice Policy Committee, a position she has held since January 2000.

### Mr. Alan M. Crogan Chief Probation Officer, San Diego County

The San Diego County Board of Supervisors appointed Alan M. Crogan with full concurrence of the superior court to the position of chief probation officer for the County of San Diego in 1993. Mr. Crogan has more than 31 years of experience in community corrections. He served 4 years on the Youthful Offender Parole Board and 8 years as the chief probation officer of Santa Barbara County. Former Governor Deukmejian twice appointed him to the Board of Corrections, where he served for 8 years.

Mr. Crogan has been actively involved with the Chief Probation Officers of California Association for over 15 years, including serving on the legislative committee, and as vice-chair and chair. He also chaired the legislative committee of the San Diego County Criminal Justice Council. He has been instrumental in writing successful legislation to fund capital improvements for juvenile correctional facilities. Former Governor Wilson appointed Mr. Crogan to the Office of Criminal Justice Planning, Strategic Action Group, and Mr. Crogan currently serves as president of the Chief Probation Officers of California.

# Mr. William H. Davidson Chief Probation Officer, Merced County

William "Bill" H. Davidson began his career in probation in 1970. He has served as a deputy probation officer, supervising probation officer, facility superintendent and assistant chief probation officer. He was appointed as chief probation officer for Merced County in August 1996.

Mr. Davidson has served on both local and state committees dealing with juvenile justice matters as they relate to probation operations. He has a B.A. from California State University at Sonoma in Psychology and an M.S. in Administration of Justice from California State University at Fresno.

### Hon. Ronn Dominici Supervisor, Madera County

Ronn Dominici serves on the Madera County Board of Supervisors and is a member of numerous committees, including the Mentally III Offender Crime Reduction Strategy Committee, the Workforce Development Council, the Interagency Children and Youth Council, and the California State Association of Counties' Administration of Justice Policy Committee. In January 2000 he retired from the California Highway Patrol after more than 32 years of service during which he held many specialized positions as an officer. Supervisor Dominici organized Madera County's Sober Graduation Program and chaired it for 10 years. He served for 15 years as liaison between allied agencies including law enforcement, probation, courts and the district attorney. He was named Lawman of the Year in 1980, 1985, 1999, and 2000 by the Exchange Club, the Veterans of Foreign Wars, and the American Legion and was named Man of the Year for 1977 by the Young Men's Institute.

Supervisor Dominici continues to be involved in community and civic organizations. He currently is a member of the California Association of Highway Patrolmen and the Madera Elks Lodge; Chairs the Madera Breakfast Lions Eye Foundation; and is treasurer of the Tri-County Youth Football League, for which he served as commissioner for 21 years. He is a lifelong resident of Madera County; is married; and has three adult children, four adult stepchildren, and seven grandchildren.

#### Hon. Terry Friedman

#### Judge of the Superior Court of California, County of Los Angeles

Since his election in 1994, Terry Friedman has been a superior court judge working in the juvenile court, where he served as presiding judge for two years. He was a member of the California State Assembly from 1986 to 1994, sitting on a wide variety of committees and authoring 75 new laws.

Judge Friedman has been widely published and has a great deal of teaching experience. He has been active on numerous committees and has received many awards, among them the Public Service Award for Excellence from the University of California at Los Angeles Alumni Association, the President's Award from the Western Center on Law and Poverty, and the Wilmont Sweeney Juvenile Court Judge of the Year award from the Juvenile Court Judges of California, a section of the California Judges Association.

#### Ms. Sheila Gonzalez

# Regional Administrative Director, Southern California, Administrative Office of the Courts

Sheila Gonzalez has served on numerous statewide committees, including the Judicial Council's Trial Court Budget Commission; the Court Executives Advisory Committee, which she chaired for two years; the Attorney General's Advisory Committee on Criminal History and Identification Improvement; the National Association for Court Management/Conference of State Court Administrators Joint Technology Committee; the National Task Force on Court Automation and Integration (SEARCH); and the board of directors of the Government Justice Technology Conference. She is vice-president of the Coalition for Justice.

In November 2001 Ms. Gonzalez was inducted into the Warren E. Burger Society for demonstrating the highest commitment to improving the administration of justice through extraordinary contributions of service and support to the National Center for State Courts. She has also been the recipient of the 1999 Ernest C. Friesen Award of Excellence from the Justice Management Institute; an Award of Merit from the National Association for Court Management; a Judicial Council Distinguished Service Award for judicial administration; and the Warren E. Burger Award presented by the National Center for State Courts for outstanding achievements in court administration.

Ms. Gonzalez served as president of the National Association for Court Management from 1994 to 1995 and as president of the Association of Municipal Court Clerks of California in 1987. She formerly served as an advisory member of the Judicial Council and has been a member of the faculty at the National Judicial College, Reno, Nevada;

the Institute for Court Management; the Center for Judicial Education and Research; the National Association for Court Management; the California State Bar; and the board of directors of the National Center for State Courts.

#### Mr. Bryce Johnson

#### **Probation Officer, Mariposa County**

Bryce Johnson has been a probation officer in Mariposa County for 14 years. He currently supervises a caseload of drug offenders and operates the drug court. He enjoys being both a court officer and field deputy in this position. He has been active in the D.A.R.E. Program and is a member of State Coalition of Probation Organizations.

Mr. Johnson received a B.S. psychology from Brigham Young University, where he played football. Upon graduation, he joined the U.S. Marine Corps and was commissioned a second lieutenant. Most of his military training involved desert warfare exercises at the Marine Corps base in Twenty-nine Palms, California. After achieving the rank of captain, he left the Marines to pursue other interests.

Mr. Johnson is married and has two daughters, ages 10 and 12. He enjoys sports and outdoor pursuits, including kayaking, running, and backpacking.

#### Mr. Michael D. Johnson

#### County Administrative Officer, Solano County

Michael D. Johnson has served as county administrative officer (CAO) of Solano County since 1992. He provides day-to-day management and program oversight for all county operations under the policy direction established by the board of supervisors. He is responsible for the development of the county budget, which for fiscal year 2001-2002 is approximately \$562 million with a workforce of 3,200 employees. As CAO, he is also responsible for the hiring, evaluation, and discharging of appointed department heads and the coordination of the board of supervisors weekly agenda. Mr. Johnson chaired the CAO Administration of Justice Committee since 1997. He represented the counties on the Trial Court Budget Commission from 1999 to 2001 and on the Budget Evaluation Appeals Committee from 1995 to 1997. From 1987 to 1992 he served as chief executive officer of Shasta County. In that capacity he acted as the agent of the board of supervisors in all county administrative and fiscal matters, which included supervision of all appointed department heads, direction of the day-to-day operations of county government, coordination of the weekly board of supervisors agenda process, and preparation of the county's budget. He worked for Monterey County as a deputy and assistant county administrator from 1977 to 1987 and for San Mateo County as a senior LAFCo administrative analyst from 1973 to 1977.

#### Mr. Phil Kader

#### **Probation Services Manager, Fresno County**

Phil Kader has been a probation officer for 17 years, working in all facets of probation, and spent 2 years as a group counselor in the county juvenile hall. His areas of expertise include juvenile probation, grant procurement, balanced and restorative justice, and collaborative projects. He is a consultant member of the core planning group for the Judicial Council's Family and Juvenile Law Advisory Committee delinquency conference and in that capacity has helped plan three major conferences.

Mr. Kader held the position of deputy probation officer from 1984 to 1997. While at that post he worked as a juvenile placement officer in the investigations unit and as a juvenile and adult court officer. While working as a probation services manager (beginning in 1997), Mr. Kader managed the Juvenile Division Community Connections Unit. As a member of the Peace Officers Safety Training Commission's Youth Violence Subcommittee, he produced a teleconference and a handbook. He currently manages the the Youth Challenge Community Program, a school/community-based crime prevention effort for at-risk youth, and is the senior administrator of the Fresno County Probation Department's Juvenile Prevention Services. Mr. Kader remains as the department's restorative justice coordinator and has presented on that subject and on juvenile justice issues at statewide and national conferences. He is also an adjunct instructor at the Fresno Community College.

# Hon. William S. Lebov Judge of the Superior Court of California, County of Yolo

William S. Lebov is the senior judge at the Superior Court of Yolo County in Woodland. He began his tenure with the court in December 1982 when he was appointed to the Yolo Municipal Court, and was elevated to the superior court in 1998. He currently presides over the court's civil calendar. In 1975 he was appointed as a deputy district attorney for Yolo County, where he worked until his appointment to the bench. Prior to that he was an assistant public defender for Yolo County.

Throughout his career, Judge Lebov has served on statewide and local committees. He has been actively involved in continuing education for judges from rural counties, and he recently completed a term as chair of the Cow Counties Judges Association. Over the years, he has served on several Judicial Council committees, including the Trial Court Funding Committee in 1991 and the Trial Court Presiding Judges Advisory Committee in 1997. He is currently a member of the Rural Courts Education Committee, the Criminal Law Advisory Committee, and the Probation Services Task Force.

Judge Lebov was born in Bridgeport, Connecticut and graduated from Bucknell University in Lewisburg, Pennsylvania with a B.A. in psychology. He received his Doctor of Jurisprudence from Willamette University College of Law in Salem, Oregon.

#### Mr. Bill Mahoney

#### **Assistant County Executive Officer, Orange County**

Bill Mahoney currently serves as interim assistant county executive officer over strategic and intergovernmental affairs for the County of Orange. For 25 years he was a sole practitioner specializing in general business and estate planning law in the Orange County area,. He graduated from Western State University College of Law.

Mr. Mahoney was elected to the City Council of La Habra in 1982, where he served for 12 years in various capacities, including mayor for three terms. His peers in the Orange County League of California Cities elected him as one of the original board members of the then–newly formed Orange County Transportation Authority. During his 9-year tenure on the board of directors of the Orange County Sanitation Districts, he was elected chair for three terms. In addition, during his service as an elected official, Mr. Mahoney served on various city and county boards and commissions.

# Hon. Kevin M. McCarthy Judge of the Superior Court of California, County of San Francisco

Kevin M. McCarthy is a member of the Judicial Council's Criminal Law Advisory Committee and has served as a member on the planning committees for the Center for Judicial Education and Research 's (CJER) Criminal Law and Juvenile Law Institutes. He is a member of the Ethics Committee of the California Judges Association, the Qualifying Ethics Education Committee, and the Qualifying Ethics Training faculty.

Judge McCarthy has taught in numerous CJER programs and is an adjunct professor at Hastings College of the Law teaching first-year criminal law as well as trial advocacy. His judicial assignments have included adult criminal, juvenile delinquency, and unlimited civil trials. Prior to taking the bench, he was a deputy public defender in Alameda County.

#### Mr. Ralph Miller

#### **President, Los Angeles County Probation Union**

Ralph Miller has served as a deputy probation officer in Los Angeles County for the last 25 years. He is currently the president of American Federation of State, County, and Municipal Employees Local 685, where he represents more than 3,500 union members. He is a delegate of the Los Angeles County Federation of Labor, which services over 535 local unions; a member of the Coalition of Black Trade Unionists, the Asian Pacific Alliance, the Mexican American Corrections Association, the Asian Pacific Probation Association, and the Black Employee Association; and a board member of the Los Angeles Labor Management Advisory Committee. Mr. Miller is a treasurer of Coalition County Union Members and a member of the board of directors of the California Coalition of Law Enforcement Association, the Southern California Alliance of Law Enforcement, and the Los Angeles County Organization of Police and Sheriffs.

### Hon. Mike Nevin Supervisor, San Mateo County

Michael Nevin was elected to the San Mateo County Board of Supervisors in 1992. From 1989 to 1992, he served on the Criminal Justice Council of San Mateo County and on its Narcotics Task Force. He was elected to the Daly City Council in 1982 and served as mayor of Daly City in 1984 and 1989. During his term as mayor in 1984, Daly City was recognized as an outstanding city by the U.S. Conference of Mayors. Through that conference, Supervisor Nevin introduced the Economic Development Program to Daly City. He served as a member of the Daly City Planning Commission from 1979 to 1982, and also served as chair during a portion of that time.

Supervisor Nevin attended San Francisco City College and the University of San Francisco and joined the San Francisco Police Department in 1965. He spent 27 years in the Police Department and held the rank of Inspector. He has been married to Kathleen for 33 years, and they have three adult children: Mike, Jr., Michelle, and Tim.

# Hon. Frank J. Ochoa Judge of the Superior Court of California, County of Santa Barbara

Frank J. Ochoa was elected to the Santa Barbara Superior Court in 1996. He has handled all court assignments, including criminal, juvenile, and civil, and started two adult drug courts and a juvenile drug court in Santa Barbara. Judge Ochoa served as presiding judge of the court from 1998 to 2000, managing the court through the unification process. From 1983 to 1996 he sat on the Santa Barbara Municipal Court. He has served as Judge Pro Tem for the California Court of Appeal. Prior to his appointment to the bench, he was the directing attorney for the Yolo County Law Office of Legal Services of Northern California and Executive Director of the Santa Barbara County Legal Aid.

Judge Ochoa serves on the Judicial Branch Budget Advisory Committee and has served on Judicial Council's Presiding Judges Advisory Committee. He was a member of the Transitional Executive Committee of the Trial Court Presiding Judges Advisory Committee. He is a Probation Services Task Force liaison to the council's Proposition 36 Implementation Workgroup.

Judge Ochoa is a former president of the board of directors of the Santa Barbara and Ventura Colleges of Law and has taught legal process, statutory law, and legal ethics at the Santa Barbara campus. He has served on the executive board of the California Judges Association (CJA), and as chair of CJAs Court Administration Committee. He served a term on the executive board of the Juvenile Court Judges of California and was a team captain on its Legislative Review Committee.

Judge Ochoa received the Santa Barbara County Bar Association's Judicial Service Award in 1999. He was honored in 2000 as a University of California at Davis School of Law Distinguished Graduate and as the Southern California Mediation Association's Judge of the Year.

Judge Ochoa is an eighth-generation Californian. He earned degrees in English and history at the University of California at Santa Barbara and graduated from the University of California at Davis School of Law

#### Mr. John P. Rhoads Chief Probation Officer, Santa Cruz County

John P. Rhoads is the Chief Probation Officer of Santa Cruz County, and has been involved in probation services for more than 30 years. He has served as a probation officer in both Santa Cruz and Sacramento counties and as the manager of juvenile facilities. Mr. Rhoads is active in the Chief Probation Officers of California Association. He is a current member of the Judicial Council's Family and Juvenile Law Advisory Committee. Mr. Rhoads is a licensed Marriage, Family and Child Counselor.

#### Mr. Michael M. Roddy

### Regional Administrative Director, Northern/Central California, Administrative Office of the Courts

Prior to taking his current position as a regional administrative director of the Administrative Office of the Courts, Michael M. Roddy served as court executive officer of the Superior Court of Sacramento County. He previously served as the assistant executive officer over court operations for the San Diego County Superior Court after beginning his court career in 1980 with the Los Angeles Superior Court.

Mr. Roddy has served as a consultant for the Judicial Council and the National Center for State Courts. He is a member of the Judicial Council's Court Technology Advisory Committee, Court Security Work Group, and Court Executives Advisory Committee, and is a past-president of the California Association for Trial Court Administrators. He was also a member of the Blue Ribbon Commission on Jury System Improvement, chairing the Juror Pool, Treatment, and Management Subcommittee and the Trial Court Budget Commission.

Mr. Roddy received his Bachelors from UCLA in 1980 and his Masters in Judicial Administration from USC.

#### APPENDIX B

Six County Snapshot Study
Executive Summary
and
Consultant Biography

# EXECUTIVE SUMMARY CALIFORNIA SIX COUNTY PROBATION SITES

# Prepared for the Probation Task Force California Administrative Office of the Courts

By

Alan M. Schuman Corrections Management Consulting

September 2000

# EXECUTIVE SUMMARY CALIFORNIA SIX COUNTY PROBATION SITES

#### **PURPOSE OF REPORT**

The Judicial Council of California, Administrative Office of the Courts (AOC), contracted with Alan M. Schuman, Corrections Management Consultant, to describe the operations of six county probation departments. The counties were selected by the AOC and are Fresno, Glenn, Los Angeles, Placer, Santa Clara, and Santa Cruz. Reports were prepared for each of these counties. The data in the reports will provide background information for the newly appointed Probation Services Task Force. The primary purpose of the task force is to assess programs, services, organizational structures, and funding related to probation services provided by counties to the courts, and to report its findings and recommendations to the Judicial Council, the Governor, and the Legislature.

#### **REPORT PREPARATION PROCESS**

On-site interviews were held in the six selected counties. In preparation for the interviews, the consultant developed an 18-category set of questions. During an orientation meeting held in San Francisco on July 6, 2000, these categories and the specific questions related to each were reviewed jointly by the AOC, the judiciary, county supervisors, and probation department representatives from each of the six counties. The questionnaire was finalized, and the same questions were used for all onsite visits.

It was determined that seven stakeholder groups would provide a comprehensive view of probation. These included the judiciary and court administration, senior probation officer staff, first-line supervisors and line staff, county supervisors or their representatives,

prosecutors and defense bar, county community services agencies, and private community services agencies.

The interview process separated juvenile and adult services, and interview sessions were held for each. With the exception of senior probation managers and the county supervisor's representatives who were interviewed about both, the seven stakeholder groups addressed questions specific to either juvenile or adult services.

The design for on-site visits included one day for Glenn County because of the small department size, two days each for Fresno, Placer, Santa Clara, and Santa Cruz counties, and four days for Los Angeles County.

The on-site interviews began July 17, 2000, and were completed on August 18, 2000. Interviews with each stakeholder group ranged in length from one to two hours. There were 65 separate groups interviewed, which included a total of 283 stakeholders. Everyone involved was selected by the local sites to represent a cross-section of the departments or agencies involved.

Each of the counties made advanced preparation prior to the on-site interviews. Their written reports addressed the 18 categories of questions. Special recognition is made of the probation staff who prepared the written documents. The reports to the AOC could not have been completed in the allotted time frame without the contributions of the local staff. In almost every case, on-site cooperation was outstanding and professional.

The project's restricted time frame did not permit follow-up questions or clarifications, and the information provided in the final report to the AOC represents a snapshot review of each department.

Several stakeholder groups addressed the same questions. A separate report addressing juvenile and adult services has been prepared for each county, with the exception of a single combined report for Glenn County. Although many of the answers in both reports

are the same or similar, the questions were addressed separately by both juvenile and adult services stakeholders. In some instances contradictory responses were given.

These areas of contradiction are reported under the question to which they apply.

Eighteen categories of questions related to juvenile and adult services were developed:

- I. Demographic Information
- II. Organizational Structure
- III. Department Mission and Objectives
- III. Policies and Procedures
- IV. Monitoring and Evaluation Process
- V. Management Information Systems
- VI. Funding Sources
- VIII. Probation Services
- IX. Specialized Court Services
- X. Probation and Private Service Provider Partnerships
- XI. Staff Development and Training
- XII. Communication Systems
- XIII. Program and Service Gaps
- XIII. Partnership with Judiciary
- XIV. Partnership with Prosecutors and Defense Attorneys
- XV. Partnership with Other Collaborative County Departments
- XVI. Juvenile Probation Partnership with Education System
- XVIII. Strengths of Probation Department

# CONDENSED HISTORICAL REVIEW OF PROBATION FUNDING RESOURCES

An important issue streams through California's funding for county probation departments. There was a long period of time when probation department resources diminished dramatically. Adult and juvenile probation services were reduced to a bare minimum. With very limited resources, chief probation officers were charged with

providing services to offenders and protecting their communities. Public safety was the first priority. Then, ranking was necessary for the allocation of the remaining limited resources to juvenile and adult services. For the past six years, resources have increased considerably, and new and innovative services and programs have been integrated into probation departments. Uniformly, the major innovations have been in the juvenile service area. Prevention and early intervention for juveniles have become common priorities for probation departments. This effort is applauded as it has the greatest potential for reducing crime and juvenile involvement in the justice system.

Because of the diminishing resources and because no probation officers were hired during a long period of time, probation departments are faced with a gap in staff experience. Many officers are reaching retirement age. This leaves departments with very few staff with 10 to 15 years of experience, and many officers with 5 or fewer years. The result is too few experienced staff to mentor younger staff. Senior management has the added pressure of ensuring that the quality of probation managers and line staff services is maintained at an acceptable level of performance. More emphasis on proper staff training, clear missions and objectives, and clear policies and procedures is essential.

#### **COMMON PROBATION DEPARTMENT ISSUES**

This summary report will highlight the most common themes and practices of the six probation departments. Each point will be addressed within the appropriate category used in the interview process.

#### DEPARTMENT MISSION AND OBJECTIVES

Five of the six counties visited have mission statements. At varying intervals, these statements all have been reviewed and updated. The mission statement is a declaration of the main purpose of the department. The objectives provide the specific action steps required at every level of the organization to implement the mission and ensure that all

employees are working toward the same goals. Mission statements become especially significant in departments that have many new employees with limited corrections experience. None of the six counties have departmental objectives for every level of the organization. Specific objectives are in place for grant-related programs.

#### MONITORING AND EVALUATION PROCESS

All six counties have evaluation components for grant-funded programs and for a few contracted services. None have evaluation elements for the majority of services and programs. Everyone recognized that monitoring and evaluation of all programs and services is a desirable goal. Probation departments with limited resources find it difficult to allocate funding for evaluation units or to contract with private vendors when they have such great needs for line officers. This is a catch-22 because the public is demanding governmental accountability in the form of quantifiable, performance-based measures. People want to see results.

Performance-based measures are not being utilized to any extent in any of these six counties. There are two types of performance-based measures. First are process measures that ask whether the program was implemented as designed. Second are outcome measures that ask whether the program or practices achieved the desired results: Did the services address offender needs? Probation departments must have concrete information that demonstrates their value if they are to compete successfully for limited financial resources. The white papers prepared for this task force address the issues of performance-based measures.

#### MANAGEMENT INFORMATION SYSTEMS

There was a strong recognition that fully integrated information systems are crucial for an efficient and effective justice system network. Many of the counties do not have a completely integrated information system, but all felt that the issue is being addressed. Several cited the current necessity of making duplicate data entries as a waste of valuable

staff time. Most of the sites indicated that they have limited capability for data analysis by management and line staff. Some of the departments do not have users committees whose membership is made up of representatives from all levels within the department. These committees help determine the highest priority technology needs. There is finite technology information exchange with other county agencies, especially in the juvenile service arena. The Juvenile Automation System in Fresno County is recognized as an ideal prototype of an integrated system that includes and has the capacity to include all primary juvenile-serving agencies.

Probation staff at all levels recognize the need for information technology staff who are accessible to interpret sophisticated information systems. Staff also expressed the need for training to function effectively with a new technology system.

#### FUNDING SOURCES

For the past five fiscal years, all probation departments interviewed have shown a dramatic increase in total department funding. The increases ranged from 24 to 83 percent. The general fund contributions to the total budget ranged from 35 to 58.3 percent. Four of the six departments receive general funds of less than 50 percent of the total budget, with one department receiving less than 40 percent. With the exception of one unreported department, all others indicate that their general fund contributions have decreased. In one jurisdiction, the decrease since 1997 is 35 percent, and in another the decrease is 18 percent.

The revenue increases have come from fee increases as well as federal and state funds. In the juvenile service area a substantial amount of funding has come from grants. It is important to recognize this changing source of funding for probation departments. Many of the specialized programs and services are grant funded. A considerable number of positions are financed with grant money.

This same scenario occurred in the 1970s, at which time the Law Enforcement Assistance Administration (LEAA) distributed large amounts of money to state and local probation departments. When that funding ended, many progressive probation programs that were LEAA supported were eliminated. The reputation of probation was severely damaged, and it took more than a decade to recover from the loss of service. The current abundance of grant money for special programs and services will diminish, and counties need to prepare to finance programs proven to be effective.

The funding priorities in all six counties emphasize juvenile services. A deliberate (and commendable) focus has been given to juvenile prevention and early intervention services. What cannot be ignored is the limited staff assigned to supervise a predominantly felony adult probation population. All jurisdictions reported that the banked caseloads include offenders in need of direct and intensive supervision. All departments agreed that more resources are needed for adult probation services.

#### PROBATION SERVICES

#### Automated and Validated Needs/Risk Tools

Five of the six counties do not have needs/risk assessments for juveniles as part of the disposition report process. Probation staff administers no specialized juvenile assessment tools for substance abuse, domestic violence, mental health, or sex offenses. A limited number of outside providers provides specialized assessment services. Some grantfunded programs have assessment components.

Four of the six counties administer needs/risk assessments of adult offenders. In each county where these assessments are administered, the needs determined through the evaluation are not being met because of limited staff resources. Some grant-funded programs have assessment components.

The submitted white papers on juvenile and adult probation services stress the importance of properly assessing all offenders. Considerable research on assessment instruments has been conducted, and a number of good instruments have been developed. Today, assessment tools are probation officer friendly. They are self-administered on personal computers, they are scored, and the results are printed, all in 20 to 30 minutes, with none of this requiring time from probation staff. The more advanced instruments have a validation component that determines the truthfulness of the test taker. The better instruments are validated and normed to the probation population in each local jurisdiction. With the proper equipment, a single trained person can administer the assessment to as many as 15 people at a time. This represents considerable timesaving for staff. With good assessments, staff can focus on identified needs and not spend time on a shotgun approach to problems.

#### **Probation Supervision Workload Standards**

Staff was asked about the system that is used to determine equal workload distribution among probation staff. All jurisdictions replied that there is no system in place. There are no workload standards for any juvenile or adult probation program in the six counties visited. Grant-funded positions have reduced caseloads in some departments. Only one county sets a maximum number of cases for specialized caseloads. Otherwise, workload standards are determined by the number of staff available to handle the total number of cases. One department reduced the number of adult probation cases to a 100:1 offender-to-officer ratio and then banked the remainder. One department determines workload size during the collective bargaining process with the union. None of the six counties reviewed has conducted a recent time study to determine workload capacities.

Workload measure rather than caseload size is the most accurate and effective gauge to equalize work distribution among probation officers. The white papers indicate that workload measures realistically consider the number of cases, contacts, and other responsibilities of each case, as well as job responsibilities not specifically related to case management. Probationers should be treated differently depending on the amount and

type of supervision they require. Each case is weighted, which helps determine an equal distribution of workloads over a period of time. Probation officers can then be held to the same standards of performance.

#### SPECIALIZED COURT SERVICES

A myriad of specialized courts and services for both juvenile and adult probationers is offered in the six selected probation departments. Adult and juvenile pre- and postconviction drug courts are available or in the planning phase in all counties. Peer courts for juvenile offenders are found in every county, with the exception of Glenn because of its limited number of juveniles. Mental health calendars, informal traffic courts, domestic and family violence courts, victim services programs, and gang prevention programs are common juvenile services in most departments.

Common adult probation services include pre- and postconviction drug courts, domestic violence courts, mental health calendars, sex offender programs, and batterers treatment programs.

In specialized programs, the working relationship between probation and the other stakeholders is outstanding. In both the juvenile and adult probation systems, the adversarial factors are greatly diminished. Judges, probation, prosecutors, defense attorneys, and community-based service agencies and advocates work together as partners. The specialized programs appear to have the effect of bringing everyone together for a single purpose.

It is important to note that a considerable amount of the funding for these specialized programs has come from state and federal funding sources. Counties must plan for the time when these resources are diminished or eliminated. Dropping programs and services that have been accepted by the community as proven and effective deterrents to criminal behavior would be a major loss.

#### STAFF DEVELOPMENT AND TRAINING

California's mandatory training for line staff and supervisors is far above the national norm. In addition, most departments have a training unit or officer to coordinate training activities.

Two points were frequently raised during the interview process. First, there are no training courses offered to line officers to begin preparing them for supervisory roles prior to their being selected for supervisory or management positions. This training is especially important in the environment where staff members with fewer years of experience are being promoted to supervisory levels. It is crucial that staff be selected for management positions who have demonstrated the desire and have the skills to perform in that capacity.

Second, the training provided by the state appears adequate, but there are very few opportunities for training outside of the state. Exposure to professionals from other states and jurisdictions would result in new and innovative ways to manage caseloads and add successful new programs and services.

#### PARTNERSHIP WITH JUDICIARY

The overall report from juvenile and adult court judges is that the relationship with probation is excellent and is one that is built on mutual respect. Probation staff unanimously responded that they work for the judiciary and that they value this partnership. Judges indicated that, quite appropriately, probation officers are independent of prosecutors and defense attorneys. Judges expressed strong approval and support for probation court officers and felt they should be assigned to all trial court calendars. Their confidence in experienced officers is higher than their confidence in those with less experience. Judges expressed frustration over limited and timely availability of resources for sentencing options. The lack of resources causes frustration for all parties and places

a strain on the relationship between the judiciary and probation. Several references were made to the lateness of court reports.

The relationship between juvenile court judges and probation was a recurring theme. Some counties expressed concern about the relationship between probation and the judiciary. Judges reported that probation officers are becoming less social work and more law enforcement oriented. This manifests itself in probation's requests for commitments to camp. The judiciary frequently denies these requests. Infrequent requests are made by probation to deviate from the sentencing guidelines in favor of community supervision. There is a concern that probation officers are becoming too criminal justice oriented.

There was strong sentiment that the relationship could be enhanced with frequent meetings between the judiciary and probation, and jointly among judges, probation officers, prosecutors, and defense attorneys. The judiciary should be included in the planning process for the strengthening of services to juvenile and adult offenders. Joint training of judges and probation staff was frequently suggested. Judges need to be better educated about the functions of probation.

#### PARTNERSHIP WITH OTHER COLLABORATIVE COUNTY DEPARTMENTS

The relationships with other collaborative agencies varied considerably among counties and between juvenile and adult probation services. The relationships are most favorable when the agencies are working jointly on projects. The specialized drug courts, peer courts, school campus programs, joint narcotic units, and wrap-around services are some of the partnerships that have achieved outstanding collaborative efforts, with all parties working toward the same goals and objectives. The most favorable results occur when the county supervisor's office plays an active leadership role. All the exemplary programs and services include community partners.

#### STRENGTHS OF PROBATION DEPARTMENT

All the stakeholder groups in every county identified numerous strengths of probation. A general sentiment was that probation is doing a remarkable job with limited resources, especially in the area of adult supervision. The consensus was almost unanimous that the top leadership of probation is competent, visionary, and open to new programs, ideas, and suggestions. The efforts directed toward juvenile prevention and early intervention were highly praised by all stakeholders. Probation officers were described as committed to their communities, innovative, and receptive to partnerships with community agencies and services. Presentence investigations were recognized for their high quality, and probation officers' understanding and interpretation of the sentencing laws were considered invaluable to judges and prosecutors.

#### EXEMPLARY PRACTICES AND PROGRAMS

Eleven exemplary practices and programs were identified in the six county probation departments: a Juvenile Automation System; a school campus partnership; a wrap-around services program for juveniles and their families; a juvenile restorative justice program; a continuum of sanctions program for juveniles; teen or peer courts; partnerships between juvenile probation and public and private youth-serving agencies; dependency and delinquency issues between judiciary, probation, prosecutor and defense attorney; alternatives to juvenile detention approaches; a system management advocacy resource team for juveniles; and a partnership of the three branches of government working to maximize limited resources.

These exemplary practices and programs all involve partnerships with key community stakeholders and depend on a common commitment to the overriding goal of assisting juveniles and their families. It is significant that the emphasis placed on prevention and early intervention has resulted in model programs and practices that represent some of the best practices in the nation. It is also notable that no adult programs or practices have

been cited by any county as exemplary. This will change with additional resources and increased emphasis on service of the adult probation population. The talent is available, but the resources are not.

## ALAN M. SCHUMAN Corrections Management Consultant

1701 Briar Ridge Road, McLean, VA 22101 703-241-3910 FAX 703-241-7804 aschuman@erols.com

#### **Work History**

1993 - Present Corrections Management Consultant

#### **Judicial Council of California**

Reviewed current probation practices of 58 California County Probation Departments including development of comprehensive probation services surveys, and on-site intensive interviews with key stakeholders. Compiled and analyzed survey results and coordinated the design and implementation of two National White Papers on Juvenile and Adult Probation Services. Serve as a consultant to the California Probation Services Task Force.

#### Judicial Branch, State of Connecticut; Court Support Service Division

Assessed internal structure, designed and implemented a new structure for the Connecticut Judicial Branch that merged statewide pre-trial, juvenile probation, juvenile detention, family services, adult supervision and privately operated alternative sanctions into a dynamic single operation.

#### **Virginia Community Criminal Justice Boards**

Planned and facilitated retreats throughout the Commonwealth for board members to focus on their mission, goals, and action plans.

#### **Expert Witness**

Served as an expert witness on legal matters pertaining to community corrections for the state of Florida and for law firms in Virginia and Colorado.

#### **Talent Search Contractor**

Conducted a national search to identify qualified candidates for the Chief Probation Officer position with the First Judicial District of Pennsylvania.

#### **Cook County Circuit Court, Adult Probation Department**

Worked with all levels of department managers to implement the department's vision, mission, and measurable objectives. Provided coaching to top level managers, and team building skills for all management staff.

#### State of Arkansas, Department of Community Punishment

Assessed the internal structure and worked with top level managers to develop long term management and program objectives for the newly legislated department responsible for statewide probation, parole, and community corrections facilities.

#### **Madison County, Illinois**

Facilitated the development and implementation of a court supervised drug treatment program.

#### National Association of Housing and Redevelopment Officials

Represented the interests of the Justice Department in a model nationwide partnership program with Departments of Health and Human Services, Labor, and Housing and Urban Development. Program combined resources of four federal agencies to create jobs with career potential and support services for public housing residents. Throughout the US, educated site staff about probation and parole functions to insure the inclusion of offenders in the project.

<u>States of Texas, Virginia, Wisconsin, South Dakota, New Jersey, North Carolina</u> Lead trainer for Coordinated Drug Training Program involving substance abuse treatment providers and criminal justice professionals.

#### **Department of Health and Human Services: Center for Substance Abuse**

Lead consultant, Arkansas Project. Developed a Drug Court for the state of Arkansas which became a national model that included partnerships with the judiciary, Arkansas Substance Abuse Bureau, and the Arkansas Health Department. Directed activities of a team of consultants.

Technical reviewer for state of Indiana to analyze treatment needs and recommend responsive statewide services for juvenile substance abusers.

Faculty to train state legislators, court officials and state directors of substance abuse programs on treatment of alcohol and drug abuse.

Facilitator for state of Michigan to develop service linkages for criminal justice staff and substance abuse treatment providers.

#### **National Coalition for the Mentally III**

Senior advisor on the development of programs and services for adult and juvenile probationers with mental health needs.

#### Commonwealth of Massachusetts, Probation Department

Consultant to top-level probation managers to develop statewide visionary and leadership training.

Director of Social Services, Superior Court of the District of Columbia 1972 - 1993 Directed operations of 380 member staff serving 58 judges by providing pre-sentence investigations and full range of probation services to an annual number of more than 14,000 adult and juvenile offenders, including domestic relations and child abuse cases. Administered annual budget of \$18M+; acquired \$12M+ in grants. Created and implemented targeted programs including High Intensity Treatment Supervision, Family Counseling Center, Child Guidance Clinic, batters groups, multi-media learning centers, mediation services, restitution/community service programs, and victims assistance programs. Developed and implemented client management classification system. Initiated citywide system of service linkages including Day Reporting Center for substance abusers, home detention electronic monitoring, and diversion programs. Contracted services with private vendors. Conceptualized and designed, with judges, a Drug Court.

#### Department of Corrections of the District of Columbia, 1967 - 1972

#### **Director of Youth Services**

Superintendent Lorton Youth Center

1970 - 1972

1968 - 1970

Directed operations of an institution for 420 incarcerated adult offenders sentenced under the Federal Youth Corrections Act. Administered parole services and community treatment centers. Piloted experimental community based alternative to incarceration project for convicted felons. Established first institutional college program in DC.

Superintendent, Lorton Youth Center	1900 - 1970
Associate Superintendent for Treatment and Programs	1968
Executive Assistant to the Director	1967 - 1968
Staff Specialist, President Johnson's Crime Commission  Probation Officer, District of Columbia Juvenile Court	1965 - 1967 1962 - 1965
NATIONAL LEADERSHIP	
American Probation and Parole, President	1993 - 1995
National Association of Probation Executives, Co-founder and Vice President; member	1985 - Present
Urban Chief Probation Network. Co-founder and member	1989 - 1993

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National Evaluation of Treatment Alternatives to	1992 - 1995
Street Crimes, Board	1992 - 1993
Bureau of Justice Assistance, Advisory Board on Correctional Options	1993
National Institute of Justice, Advisory Board on Correctional Options	1993 - 1997
National Center for State Courts: Institute for Court Management, Faculty	1981 - 1992
National Organization for Victims Assistance, Chairman, Criminal Justice Committee	1988 - 1990
National Council on Crime and Delinquency, Board and Member	1982 - 1988
Middle Atlantic States Correctional Association, President	1982
Center for Dispute Settlement, Board	1972 - 1993
Weed and Seed, Steering Committee	1992 - 1993
Prison Law Reporter, Board	1987
Children's Hospital Sex Abuse Advisory Council, Member	1986 - 1988
TRAINING/TECHNICAL ASSISTANCE/POLICY EVA	LUATION
National Institute of Corrections	1981 - Present
National Center for State Courts	1981 - Present
National Narcotics Intervention Project	1989 - 1993
National Coordinated Interagency Drug Training	1990 - 1996
National Association of Alcoholic and Drug Abuse Counselors	1992
National Institute for Sentencing Alternatives	1985 - 1988

National Conference of Chief Justices and State Court Administrators	1990
National Symposium for Legislators, Judges and Corrections Administrators	1993
National Coalition for the Mentally III	1993

States of Arkansas, Arizona, California, Colorado, 1982 - Present Connecticut, Delaware, Florida, Georgia, Illinois, Indiana, North Carolina, Massachusetts, Michigan, New Jersey, Ohio, Oklahoma, Pennsylvania, South Carolina, Texas, Utah, Virginia, and the District of Columbia

#### **AWARDS AND RECOGNITION**

Walter Dunbar Memorial Award, American Probation & Parole Association

Paul C. Reardon Award, National Center for State Courts

Selected Fellow, Aspen Institute

Distinguished Service Award, Middle Atlantic States Correctional Association

Merit Award, National Organization for Victims Assistance

Outstanding Contribution, American Probation and Parole Association

Agency of the Year, National Association of Blacks in Criminal Justice

#### **PUBLICATIONS**

"President's Message," *Perspectives:* Quarterly from 1993 - 1995

"Intervening With the Serious Offender: High Intensity Treatment Supervision Program," *Perspectives:* Spring, 1992

"The Cost of Corrections: In Search of the Bottom Line," *Research in Corrections:* February, 1989

"A Correctional Program for the Not Too Distant Future," Community Mental Health Journal, Volume 10, 1974

Crime Report, President's Commission on Crime in the District of Columbia, 1967

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#### **EDUCATION**

MSW Psychiatric Social Work Loyola University of Chicago

B.S. Psychology University of Illinois

Fellow Graduate Institute of Court Management

Trained Mediator Center for Dispute Settlement

#### APPENDIX C

Stakeholder Survey and Results

#### PROBATION SERVICES TASK FORCE SURVEY

Name:	Title:			
Organization:	County:			
Phone Number:	Fax Number:	E-	Mail:	
Address:	Room #:			
City:	State: CA	Zi	p:	
Part 1: Ag	gency Staffing and Wo	rkload		
Please Answer al	l Questions for Fiscal	Year 1999-00		
Staffing:				
1. Total number of authorized Dep	outy Probation Officers	or equivalent sta	ff position	s:
In your response to 1, please include <i>all</i> offenders including supervisors and mana		*		<b>→</b>
1a. Total number of <i>filled</i> probation	on department positions	:		
1b. Total number of probation department	artment vacancies:			
(Note: The sum of $1a + 1b$ sho	ould be equal to the number	you report in questi	ion 1.)	-
Size of the offender population u	nder supervision by p	robation depart	ment:	
2. Average <i>daily</i> number of <i>all</i> of	fenders under supervision	on by the probati	on departn	nent:
In your response to 2, please include <i>all a or</i> under active supervision. Do <i>not</i> includer "informal probation" or court super	de offenders in detention or			<b>→</b>
Of the daily average of offenders u	nder supervision, How	many are:		
		Misdemeanor	Felony	Total
2a. Adult probationers?		+	-	=
2b. Juvenile probationers	?	+	-	] =
(Note: the sum of the <b>Totals</b> (	(2a + 2b) should be equal to	the number you rep	port in 2.)	
Of the daily average of <b>juvenile</b> p	robationers, please ind	icate the followir	ıg:	
3. Daily average number of youths	receiving in-home serv	ices		
4. Daily average number of youths	receiving out-of-home	placement service	ees	
5. Please list below the daily avera and their rated capacity.	ge population in all juve	enile correctiona	l facilities	
Name of Facility		age Daily		Rated
5a. Juvenile Hall	$Po_{j}$	pulation		Capacity
5b.				
5c.				
5d.				
5e.				
(Attac	h additional sheets if necess	ary)		

(Note: the sum of 3 + 4 + 5a + 5b + 5c + 5d + 5e should be equal to the **Total** reported in 2b.)

#### **Caseload and Case Assignment of Probation Officers:**

Please indicate the average daily caseload **per** Deputy Probation Officer for the following types of probationers:

Adults:	Juvenile:
Average	Average
6. Intensive supervision Caseload (Please specify type, e.g., drug, sex offender caseload.)	7. Home-Intensive Supervision Caseload (Please specify type, e.g., drug, sex offender caseload.)
Misdemeanor Felony	Misdemeanor Felony
6a.	7a.
6b.	7b.
6c.	7c.
6d.	7d.
6e.	7e.
6f.	7f.
(Attach additional sheet if necessary)	(Attach additional sheet if necessary)
Misdemeanor Felony	Misdemeanor Felony
6g. Regular	7g. Home-Regular
Supervision	Supervision
6h. Banked	7h. Home-Banked
	7i. Placement
	(e.g., foster care, group homes)
8. Do you use a risk assessment tool for:	
8a. Adult? Yes	☐ No
8b. Juvenile? Yes	□ No
If "Yes," Please attach risk assessment to	<del>_</del>
9. How are adult cases assigned?  (Check all that apply)  Specialized case type Rotation Amount of work  (to achieve balanced workload) Other (Please specify how)	10. How are juvenile cases assigned?  (Check all that apply)  Specialized case type Rotation Amount of work  (to achieve balanced workload) Other (Please specify how)

#### **Part 2: Probation Services**

1. Please indicate the types of services that the probation department provides for Adults and Juveniles (Check *all* that apply).

	Adult	Juvenile
Anger Management Batterers programs Community services Deferred entry of judgment Detention services Disposition reports Domestic violence services Drug court services Drug testing in schools Electronic Monitoring Foster Care Gang grant services Group Homes Home Supervision Services In Patient Mental Health Informal probation Intake Out-of-county/jurisdiction transfer Out-of-home placements Out-Patient Mental Health Out-patient Substance Abuse Treatment Pre-sentence investigation reports Residential Substance Abuse Treatment Restitution to victims Reviews Revocation hearings Serve as hearing officers Sex offender services Sexual Offender Treatment Supervision Victim impact statements Other (Please Specify below)	000000000000000000000000000000000000000	00000000000000000000000000000000

#### PROBATION SERVICES TASK FORCE SURVEY

2. Please indicate the types of specialized *court* programs available to adults and juveniles in your county (Check all that apply).

	Adult	Juvenile
Day Reporting Center Domestic Violence Court Drug Court Early Disposition Programs Gang Prevention Unit Informal Juvenile and Traffic Court Mental Health Court Neighborhood Accountability Boards Peer Court Pretrial Informal Supervision Victim Offender Reconciliation Other (Please Specify below)	00000000000	00000000000

#### **Part 3: Goals and Priorities of Probation Department**

1. Does your probation department have a written mis	sion statement?
☐ Yes ☐	No
If "Yes," Please Attach the Mission Statement a	nd Answer the Following:
1a. When was your department's mission sta	tement written?
1b. How often is the mission statement review	ewed?
If "No," please briefly describe the probation department's	
	_
2. December 2. Dece	1.11:
2. Does your probation department have written annua	
2a. Adult services? Yes	No
2b. Juvenile services? Yes	No
If "Yes," Please attach the annual objectives for	adults and juveniles.
3. Please list, <i>in order of importance</i> , your top five pr	-
(e.g., Rehabilitation, Compliance, Monitoring, Education,	Public Safety,
Offender Accountability, Reintegration, Training, etc.)	
Top Adult Priorities	Top Juvenile Priorities
1	$\frac{1}{2}$
$\frac{2}{3}$	$\frac{2}{3}$
4	4
5	5
4.11	
4. Has probation tried any innovative programs in the	
Yes	No
If "Yes," please identify and explain below.	
(If reported in Annual Report, please provide page referen	cce.)

#### PROBATION SERVICES TASK FORCE SURVEY

		Yes	☐ No	
"Yes," please	e identify and explain	below.		
< D1 ' 1'			1.1.19	11 '
	cate in order of prefe	erence any services	you would like to	add or improve.
$\frac{1}{2}$				
2 3 4				
$\frac{3}{4}$				
5				
Check one) Decline Greatly	Decline Somewhat	Remain the Same	Improve Somewhat	Improve Greatly
	ain your answer to (	Question 7 below.		
	ain your answer to (	Question 7 below.		
	ain your answer to (	Question 7 below.		
	ain your answer to (	Question 7 below.		
	ain your answer to (	Question 7 below.		
	ain your answer to (	Question 7 below.		
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	ain your answer to (	Question 7 below.		
	ain your answer to (	Question 7 below.		
	lain your answer to (	Question 7 below.		
	lain your answer to (	Question 7 below.		
	lain your answer to (	Question 7 below.		

#### Part 4: Appointment, Evaluation & Term of Chief Probation Officer (CPO)

1. Who	has the <i>legal authority</i> to appoint the CPO? (Select One)
	Appointed by Presiding Judge
	Appointed by committee of judges
	Appointed by entire bench
	Appointed by the Board of Supervisors
	Appointed by County Executive or Administrative Officer
	Appointed by Commission, such as Juvenile Justice Commission
	Other (Please Specify)
	1a. If CPO is appointed by a Commission,
	What agency or individual selects the members of the commission?
_	actice, if the CPO is appointed by a single entity or person, is that selection made
hrough	formal consultation or concurrence with any other entity or person? (Select One)
	Yes, in formal <i>consultation</i> Yes, in formal <i>concurrence</i> No, not in formal consultation nor in concurrence
	2a. If "Yes," With what entity or person does formal consultation or concurrence take place?
	2b. Please describe briefly how this process works.
3. Does	a formal process of evaluation of the CPO exist?
	Yes No
	If you answered "No" to Question 3, Please skip to Question 4.
	If you answered "Yes" to Question 3, Please answer the following.
	· · ·
	3a. Who has the authority for conducting the evaluation?
	☐ Board of Supervisors
	County Executive or Administrative Officer
	Court Executive Officer
	Court Presiding Judge
	Other
	3b. How often is formal evaluation conducted?
	☐ Once a year
	☐ Once every two years
	☐ Other (Please Specify)

3c. Pleas	se describe briefly the process of formal evaluation
es an <i>inform</i> Yes	nal process of evaluation of the CPO exist?
• •	nswered "No" to Question 4, Please skip to Question 5. nswered "Yes" to Question 4, Please answer the following.
4a. Who	o conducts the informal evaluation?
	Board of Supervisors
	County Executive or Administrative Officer
	Court Executive Officer
	Court Presiding Judge Other
41 11	
40. How	v often is informal evaluation conducted?  Once a year
	Once every two years
	Other (Please Specify)
Ac Pleas	se describe briefly the process of informal evaluation
40. I ICa	se describe orieny the process of informal evaluation
-	
<del></del>	
ne CPO: (C	
	Appointed for a specified term?
	An "at will" employee? Only removed for cause?
5a. If the	e CPO is appointed for a specified term, How long is that term?

6. Is there	e a formal process for removal of the CPO?
	Yes No
	6a. If "Yes," Who is responsible for the removal of the CPO?
	6b. Please briefly describe the removal process
,	
,	
•	
•	
7. Is there	e a process for disciplining the CPO?
	Yes
	7a. Please briefly describe the discipline process.
•	
	past 10 years, has there been disagreement over the appointment,
removai,	or discipline of the CPO? Yes  No
	8a. If "Yes," Please briefly describe how the disagreement was resolved.
•	
•	
·	

#### Part 5: Your Opinion about the Appointment System

1. In yo	our opinion, how well	is the current appointment sys	stem working? (Select O	ne)
Very		Neither Well		Very
Well	Well	Nor Poorly	Poorly	Poorly
2. Pleas	se explain briefly why	y you believe the appointment	system does or does not	work.
	nan the current system (e.g., Court appoints Administrative Offic of Supervisors, App Election of CPO or A	nent, Board of Supervisors apport eer appointment, Appointment by ointment by Board of Supervisor. Appointment of CPO by Commiss	intment, County Executive Court with concurrence o s with concurrence of Cou	f Board rt,
	Yes Please Specify:	□ No		
4. We v	velcome your though	ts on how the appointment sys	tem could be improved.	<u> </u>
				<u> </u>
				<u> </u>

#### PROBATION SERVICES TASK FORCE

#### **SURVEY RESULTS**

- Part 1: Agency Staffing and Workload
- **Part 2: Probation Services**
- Part 3: Goals and Priorities of Probation Department
- Part 4: Appointments, Evaluation & Terms Of Chief Probation Officer (CPO)
- Part 5: Your Opinion about the Appointment System

The Probation Services Task Force (PSTF) determined, at their meeting on January 11-12, 2001, that a written report would be completed by Alan M. Schuman, Corrections Management Consulting, in preparation for the March 22-23, 2001 meeting in San Francisco. This report will include an analysis of Part 1: Agency Staffing and Workload, Part 2: Probation Services, and Part 3: Goals and Priorities of Probation Department. A written report on Part 4: Appointments, Evaluation & Terms of Chief Probation Officer (CPO), and Part 5: Your Opinion about the Appointment System, was completed and presented at the January 11-12, 2001 meeting.

A summary of responses on Parts 1-5 of the Stakeholder Survey is included on pages 58-59.

In each of the fifty-eight counties the six stakeholder groups include:

- Board of Supervisors (BOS)/County Executive or Administrative Officer (CEO/CAO)
- Court Presiding Judge (PJ)/Court Administrator (CA)
- Chief Probation Officer (CPO)
- Probation Officer (PO)
- District Attorney (DA)
- Public Defender (PD)

A profile of responses for Parts 1-3 indicate that:

- There were **135 responses from 56 counties.**
- There was at least one response from 97 percent of the counties surveyed.
- The mix of counties by size and location is good.
- Eighteen counties responding have from one to five judges on the bench.
- Nineteen counties responding have from six to ten judges on the bench.
- Seven counties have eleven to twenty judges on the bench.
- Eleven counties have more than twenty judges on the bench.
- One county was unidentified.

Narrative survey responses were consolidated and grouped into appropriate categories.

#### PART 1: AGENCY STAFFING AND WORKLOAD

# 1. Total number of *authorized* Deputy Probation Officer or equivalent staff positions

- 41 counties responded
- Staff totals ranged from 2 to 487
- Data from 41 counties

<u>Positions</u>		Responses	
•	1-10	7	
•	11-20	5	
•	21-50	8	
•	51-100	7	
•	101-200	7	
•	201-300	2	
•	301-400	4	
•	400 +	1	

Comments: A high percentage of California's probation departments are small to mid-size. Twenty-nine percent reported 20 or fewer staff. Forty-nine percent reported 50 or fewer staff. Sixty-six percent reported 100 or fewer staff.

### 1b. Total number of *vacant* probation department positions:

• Forty counties responded; one was invalid. Information from 40 counties follows.

Vacancies		Responses
•	Zero	7
•	1-3%	10
•	4-5%	4
•	6%	2
•	7%	2
•	8%	5
•	9%	2
•	11%	2
•	13%	1
•	15%	1
•	16%	1
•	20%	2 (both small counties)
•	21%	1 (large county)

**Comments:** Probation departments appear to be doing a good job of keeping positions filled despite the movement of staff between counties or into other professions. Eighty percent of the counties reporting have fewer than 10% vacancies, and fifty-three percent have 5% or fewer vacancies.

# 2. Average *daily* number of *all* offenders under supervision by probation departments:

• Forty-one counties responded to this question

Av	<u>verage</u>	Responses
•	500 or fewer	4
•	501 to 1,000	8
•	1,001 to 2,000	3
•	2,001 to 3,000	7
•	3,001 to 4,000	1
•	4,001 to 5,000	4
•	6,001 to 7,000	1
•	7,001 to 8,000	2
•	8,001 to 9,000	2
•	12,001 to 13,000	1
•	14,001 to 15,000	1
•	15,001 to 16,000	1
•	17,001 to 18,000	2
•	18,001 to 19,000	2
•	21,001 to 22,000	1
•	26,001 to 27,000	1

Comments: Twenty-nine percent of the 41 counties responding report 1,000 or fewer total juvenile and adult offenders on probation. Fifty-four percent have 3,000 or fewer. Fifteen percent have a combined juvenile and adult probation caseload of more than 17,000. Probation department size varies widely throughout the state. A variety of solutions and strategies need to be considered when discussing the issues facing large, medium, and small probation departments.

### 2a. Adult Probationers (misdemeanor-felony-total)

- Forty-one counties responded to this question.
- Four of the 41 reported only *total* probationer data.
- Thirty-three of the 37 responses (89%) had more felons than misdemeanors in their caseloads.
- Twenty-two or 59% of the caseloads have at least twice as many felon probationers.
- Seven counties with total adult probation populations of at least 1,300 have ten times
   more felony offenders as compared with misdemeanors.
- There appears to be a higher percentage of felonies in the larger jurisdictions. Three of six counties with probation populations over 10,000 have more than ten times the felony offenders as compared with misdemeanors.

Comments: Adult misdemeanants are not a priority for probation services. This is directly related to the limited resources available for adult offenders. This approach is logical and reasonable. With limited resources, probation departments are choosing to focus on felons. In reality, many felony charges that have been plea-bargained to misdemeanors. Is there really a difference between misdemeanor and felony adult probationers? Are we placing local communities at risk with minimal or no supervision for misdemeanants?

### **2b.** Juvenile probationers (misdemeanors-felons-total)

- Forty-one counties responded
- Fourteen of the 41 responses had only *total* juvenile probation numbers.
- Thirteen of the 27 (48%) of the counties have more juvenile felons than misdemeanors compared to 89% for adults.
- Only one small county has more than three times the number of juvenile felony offenders over misdemeanors.

**Comments:** A much higher percentage of juvenile probationers have misdemeanor charges as compared with adults. This is consistent with the discretion given to district attorneys to prosecute serious juvenile felony offenders in adult court. California has a

more amenable juvenile probation population to work with than many states that do not prosecute many of their serious juvenile felony offenders in adult court. Comprehensive services can have a major positive impact on California's juvenile population. Intensive services break the cycle of juvenile offender's progression into the adult system.

Many counties in California use the informal and prevention system that emphasizes prevention, diversion, and front-end services. This is an excellent community approach that maximizes available resources.

### 3. Daily average number of youths receiving in-house services

- Thirty-nine counties responded to this question.
- In-home services should represent a much higher number than out-of-home placement services. Some of the counties may have had a different definition for inhome services. Five counties reported having in-home services that account for only 6%, 44%, 11%, 4%, and 48% of the combined in-home and out-of-home total.
- Thirty-two counties reported having the following percentage breakdown of juvenile in-home services:

% In-home service		Responses
•	60-70%	2
•	71-80%	8
•	81-90%	16
•	91-100%	7

Comments: Twenty-three of 33 (70%) of counties responding report that 81-100% of juvenile probation services are in-home.

### 4. Daily average number of youths receiving out-of-home placement services

- There were a total of 41 counties responding. Two were not complete.
- It is not totally clear how out-of-home services are defined from the perspective of each county.

Thirty-nine counties have the following percentage breakdown of juveniles in *out-of-home services:* 

<u>%</u>	Out-of-home service	Responses
•	2-5%	8
•	6-10%	13
•	11-15%	9
•	16-20%	5
•	21-25%	3
•	26-30%	1

Comments: Thirty of 39 counties (77%) report 15% or less receiving out-of-home services. There does not appear to be any pattern of out-of-home service usage for small, medium or large counties. Only 10% report that more than 20% of their juvenile population receives out-of-home services. It would be interesting to know if the out-of-home services have increased or decreased over the past five years given the probation department budget increases.

# 5. List the daily average population in all juvenile correctional facilities and their rated capacity

- Thirty-six counties responded with Juvenile Hall (JH) data.
- Four counties reported having more than one JH.
- Twenty-two of the 36 counties had data on juvenile correctional facilities (JCF).
- Eight counties reported on more than one JCF.

### Juvenile Halls (JH)

- Twenty-three of the 36 counties responding (64%) have an average daily population that *exceeds* the rated capacity.
- Average daily population in JH's ranges from 2 to 580

Average daily population in JH

<u>Population</u>		Number	<u>Percentage</u>
•	0-20	6	17%
•	21-50	12	36%
•	51-100	4	11%
•	101-200	6	17%
•	201-300	2	5%
•	301-400	2	5%
•	401-500	2	5%
•	501-600	1	3%

Note: There were a total of 38 responses from 36 counties

Comments: Fifty-three percent of the counties reporting show a daily average of juvenile population of 50 or fewer. Forty-seven percent ranged from 50 to 580. Eighteen percent of the Juvenile Hall facilities have a daily average over 200. These are potentially very difficult facilities to operate while providing appropriate program services, especially when almost two-thirds of these facilities exceed the rated capacity. This is a major issue raised by stakeholders at the six counties Alan Schuman visited in the summer of 2000. Many issues relating to Juvenile Halls need to be addressed as part of an overall plan to improve juvenile probation services.

The warning light flashes when JH's are almost two-thirds (64%) over rated capacity. One logical direction to take would be a comprehensive effort at creating safe and effective alternatives to JH's. Several of the jurisdictions visited during the summer of 2000 expressed concern that juveniles who can be better served in alternative detention options are in secure JH's. Some counties in California, such as Santa Cruz, have developed comprehensive alternatives to JH's. Not only is this a less restrictive and safe approach, it is also very cost effective when compared to building new JH's.

### **Juvenile Correctional Facilities (JCF)**

- Many smaller jurisdictions do not have a JCF in their county. Those counties refer to other counties or use the California Youth Authority (CYA).
- Only 22 of 35 counties responding have JCF's
- Eight counties reported having more than one JCF
- Four counties have an average daily population that exceeds their rated capacity
- Ten counties have an average daily population at exactly the rated capacity
- Twenty-four counties have an average daily population under the rated capacity.
- There were a total of 38 responses from 35 counties.

Comments: Thirty-four of the 38 responses (89%) have JCF population at the rated capacity or lower. Overcrowding at these facilities is not a major problem. At least three reasons were identified during county interviews in 2000 that relate to this issue: 1) limited county resources to pay for JCF's especially in counties that do not have their own facilities; 2) lack of confidence in the quality of services provided in JCF's; 3) reluctance by the judiciary to give up on serving the juveniles in programs provided in their local counties.

The PSTF should address this issue and make recommendations that would result in a statewide strategy and philosophy that will maximize the available JH and JCF resources with the needs of the juvenile probation population.

### CASELOAD AND CASE ASSIGNMENT OF PROBATION OFFICERS

6. Indicate the average daily caseload per Deputy Probation Officer

### **Adults Intensive Supervision**

- a. Sex Offender
  - Twenty-one counties have this program

Average caseload sizes ranged from 15-174

Caseload		Number
•	0-25	5
•	26-50	7
•	51-75	3
•	76-100	3
•	101-125	2
•	126-150	0
•	151-175	1

- Twelve of 21 counties (57%) have average caseloads of 50 or fewer.
- Nine of 21 counties (43%) have average caseloads of 51-175.

Comments: The key question is how are individual counties defining intensive supervision? Based on what measure? Based on what contact and service delivery expectation? Probation must beware of creating a false illusion of what "intensive" means. There appears to be no statewide definition of intensive supervision based on a workunit process that allows each program to have realistic outcome measures.

Some of these intensive supervision services may have started with a specific caseload capacity, but increasing needs resulted in caseload numbers that grew beyond a realistic capacity. Programs labeled "intensive" must have the capacity to close intake or face the consequences of having no positive impact on the identified offender population. The resulting outcome is reduced community confidence in the mission of probation. These comments pertain to all the intensive programs discussed in question six.

### b. Drug Court and Drug Caseload

- Thirty counties offer this intensive supervision
- Fifteen of 30 (50%) have average caseloads of 50 or fewer
- Fifteen of 30 (50%) have average caseloads of 51-200
- The average caseload ranged from 3 to 200

### c. Domestic Violence

- Twenty-six counties have intensive domestic violence programs
- Ten of 26 (38%) have average caseloads of 50 or fewer
- Nine of 26 (35%) have average caseloads of 51-100
- Seven of 26 (27%) have average caseloads of 101-275

Comments: There is apparently a myriad of services for domestic violence in each of the counties reporting. This makes it difficult to determine if we are measuring the same programs. Is California using a domestic violence caseload standard? A reasonable goal would be to set a standard workload based on necessary services and programs so the state can be assured of some level of consistency in addressing the issues of domestic violence.

### d. Gang Violence

- Eight counties have intensive gang violence programs.
- The average caseload size ranges from 15-100.
- Four of 8 (50%) reporting have average caseloads of 50 or fewer
- Four of 8 (50%) reporting have average caseloads of 51-100

#### e. Other Listed Intensive Services

<u>Service</u>	<u>Counties</u>	Average Caseloads
<ul><li>Mental Health</li></ul>	4	30, 32, 32, 73
<ul><li>High Priority</li></ul>	2	75, 100
<ul><li>Drug Testing</li></ul>	2	19, 35
<ul><li>Child Abuse</li></ul>	1	40
<ul><li>Elder Abuse</li></ul>	1	40
<ul><li>Cal Works</li></ul>	1	54
<ul><li>Family Violence</li></ul>	1	35
<ul><li>Welfare Fraud</li></ul>	1	
<ul> <li>Violence Against Women</li> </ul>	1	30
<ul><li>Men &amp; Their Children</li></ul>	1	35
<ul><li>Intensive WPD</li></ul>	1	66
<ul><li>Intensive SCPD</li></ul>	1	40
■ PC1000	1	900
<ul><li>Placement</li></ul>	1	65

### **Adult Regular Supervision Average Caseload**

- Thirty-seven counties provided data.
- Four counties have no regular adult probation supervision. Probationers are probably in banked, intensive, or specialized caseloads.

Average regular supervision caseload data:

<u>Ca</u>	aseload	Number
•	0-50	1
•	51-100	4
•	101-150	5
•	151-200	5
•	201-250	3
•	251-300	3
•	301-350	2
•	351-400	1
•	401-450	3
•	451-500	3
•	601-700	1
•	801-900	1
•	1,401-1,500	1

- Five of 33 (15%) of counties responding have average caseloads of fewer than 100.
- Ten of 33 (30%) have caseloads averaging between 101-200.
- Six of 33 (18%) average between 201-300.
- Three of 33 (9%) average between 301-400.
- Six of 33 (18%) average between 401-500.
- One of 33 (3%) average between 601-700
- Two of 33 (6%) average more than 801.

Comments: Fifty-five percent of all counties reporting have average regular caseloads over 200 and 36% over 301. This gives a clear picture of the limited resources and the priority given to supervising the regular adult probation caseload. This is

alarming when we look at the percentage of adult probationers convicted of felony offenses. Other sections of this report name public safety as the highest priority by those counties reporting. Unsupervised adult felons are a major public safety concern that needs to be addressed.

### **Adult Banked Average Caseloads**

- Thirty-two counties provided banked caseload data.
- Average banked caseloads ranged from 15 to 11,500.

<u>Ca</u>	<u>seload</u>	Number
•	0-250	4
•	251-500	5
•	501-1,000	8
•	1,001-2,000	4
•	2,001-3,000	3
•	3,001-4,000	2
•	4,001-5,000	1
•	5,001-6,000	1
•	6,001-7,000	2
•	11,001-12,000	2

- Seventeen of 32 county responses (53%) have average banked caseloads of fewer than 1,000.
- Fifteen of 32 responses (47%) have average banked caseloads of over 1,000.
- Two of 32 responses (6%) have average banked caseloads of over 11,001.

Comments: There must be many felony offenders on banked caseloads that would benefit from some direct probation supervision. What is the new offense rate of adult offenders on banked caseloads? Are there any comparisons with reasonable average regular supervision caseloads? How is the risk to the community from banked caseloads being addressed? It is inappropriate and basically unfair to continue to under-fund probation departments and at the same time have higher

performance expectations than are realistic. Probation departments are currently set up to fail as service providers and community protectors.

# 7. Juvenile Home-Intensive Average Supervision Caseload Gang Violence

- Ten county responses
- Average caseload ranged from 19-66

<u>Ca</u>	<u>aseload</u>	<u>Number</u>
•	0-20	1
•	21-30	3
•	31-40	2
-	41-50	2
-	51-60	0
•	61-70	2

### **Transition Aftercare**

- Eight counties responded
- Average caseload ranged from 14-46

<u>Caseload</u>		Number
•	0-20	3
•	21-30	2
•	31-40	1
•	41-50	1
•	51-60	0
•	61-70	1

# **Drug Programs**

- Six counties responded
- Average caseload ranged from 12-61

Caseload		Number
•	0-20	2
•	21-30	1
•	31-40	0
•	41-50	1
•	51-60	1
•	61-70	1

# **Family Caseload**

- Six counties responded
- Average caseload range from 14-46

Caseload		Number
•	0-20	1
•	21-30	3
•	31-40	0
•	41-50	2

# **Drug Court**

- Eight counties responded
- Average caseload ranged from 5-60

<u>C</u> a	<u>aseload</u>	<u>Number</u>
•	0-20	3
•	21-30	2
•	31-40	1
•	41-50	1
•	41-50	0
	51-60	1

### **Sex Offender**

- Five counties responded
- Average caseload ranged from 3-60

<u>Ca</u>	aseload	<u>Number</u>
•	0-20	2
•	21-30	1
•	31-40	1
•	41-50	0
•	51-60	1

## **High Risk**

- Three counties responded
- Average caseloads: 23, 30, 35

## **Intensive Supervision**

- Three counties responded
- Average caseloads: 50, 53, 64
- School
  - Two county responses
  - Average caseloads 32, 47
  - Two responses with caseloads of 31, 34
- Day Reporting Center
  - One response with caseload of 20
- Wrap Around Services
  - One response with caseload of 15
- ROPP
  - One response with caseload of 15
- Drug Testing
  - One response with caseload of 9
- **SB 1095**
- Women/Children Watch

## Service Integrated Teams

• One response with a caseload of 20

### Juvenile Auto Theft

• One response with caseload of 20

## • 601/co. Day School

• One response with a caseload of 80

## Challenge II

- One response with a caseload of 15
- Crossroads (Mental Health)
  - One response with a caseload of 10
- Placement Intervention
- System of Care
  - One response with a caseload of 9

## **Juvenile Home-Regular Supervision**

- Thirty-nine counties responded. One had no regular probation supervision.
- The average caseloads ranged from 8-705

<u>Ca</u>	<u>aseload</u>	Number
•	0-25	3
•	26-50	8
•	51-75	5
•	76-100	2
•	101-150	8
•	151-200	1
•	201-300	5
•	301-400	0
•	401-500	3
•	501-600	0
•	601-700	2
•	701-800	1

Comments: Eleven of 38 (29%) have average caseloads under 50. Eighteen of 38 (47%) have average caseloads of 100 or fewer. Fifty-three percent have average caseloads of over 101 including 16% with caseloads averaging more than 401. The use of specialized and intensive supervision programs with lower caseloads is a useful strategy to supervise the juvenile probation population.

Juvenile caseloads in California appear to be too high. This can only be verified with a work-unit counting system that measures the types of services and contacts a juvenile needs, determines how much time it takes to complete every activity involved, and provides enough probation officers to do the job. It is recommended that an accurate analysis of the actual workload of probation staff in each county must be addressed by PSTF. That is the only objective means to verify resource needs.

#### Juvenile Home-Banked

- Nineteen counties responded with numbers for average banked caseloads
- The average banked caseloads ranged from 2 1,070

<u>Ca</u>	<u>aseload</u>	<u>Number</u>
•	0-100	7
•	101-200	4
•	201-300	3
•	301-400	1
•	401-500	0
•	501-600	1
•	601-700	0
•	701-800	2
•	1,001-1,100	1

**Comments:** Eleven of 19 responses (58%) have average banked caseloads of 200 or fewer and another 42% have average banked caseloads between 201 - 1,070.

#### **Juvenile Placement**

- Thirty-nine counties responded
- The number of placements varied between 2 325

<u>Ca</u>	seload	<u>Number</u>
•	0-25	15
•	26-50	18
•	51-76	2
•	76-100	2
•	101-200	1
•	201-300	0
•	301-400	1

### <u>Probation Supervision Workload Standards Recommendations</u>

During the site visits to six California county probation departments in the summer of 2000, staff was asked about the system that is used to determine equal workload distribution to probation staff. All jurisdictions replied that there is no system in place. There are no workload standards for any juvenile or adult probation program in any of the six counties visited. It has been determined that grant funded positions have reduced caseloads in some departments. In only one county, specialized caseloads have a maximum number of cases. Otherwise, workload standards are determined by the number of staff available to cover the total number of cases. One department reduced the number of adult probation cases to 100:1 officer, then banked the remainder. One department determines workload size during the collective bargaining process with the union. None of the six counties reviewed has conducted a recent time study to determine workload capacity.

Workload measure rather than caseload size is the most accurate and effective gauge to equalize work distribution among probation officers. The White Papers indicate that workload measures realistically consider the number of cases, contacts, and other responsibilities for each case, as well as considering job responsibilities not specifically related to case management. Probationers should be treated differently

depending on the amount and type of supervision required. Each case has a weighted value depending on risk/need that helps determine an equal distribution of workloads over a period of time. Probation officers can then be held to the same standards of performance. The PSTF should recommend a strategy for determining accurate workload measures in each county.

### 8. Do you use a risk assessment tools?

#### 8a. Adult

- Thirty-nine counties responded
- Twenty-two of 39 counties (56%) responded "yes"
- Seventeen of 39 counties (44%) responded "no"

### 8b. Juvenile

- Thirty-nine counties responded
- Twenty-four of 39 counties (62%) responded "yes"
- Fifteen of 39 counties (38%) responded "no"

Comments: It is difficult to determine through a survey technique alone how risk/needs assessment tools are used for both juvenile and adult offenders in each county. These same questions were asked of probation managers during the six site visits. It was determined that risk/needs assessments are not administered to the total juvenile probation population. Assessments were most frequently used with specialized programs that are grant related. For the adult offender, risk/needs assessments were administered in four of the six counties. In none of the six counties were the needs implemented through the assessment tools used. The high caseload averages and large number of banked caseloads prevented some staff from addressing offender needs.

The Juvenile and Adult White Papers stress the importance of properly assessing all offenders. Today, assessment tools are probation officer friendly. They are self administered on personal computers, scored, and results printed within twenty to

thirty minutes. None of this requires time from probation staff. The more advanced instruments have a validation component that determines the truthfulness of the test taker. The better instruments are validated and normed to the probation population in each local jurisdiction. With the proper equipment, a single trained person can administer the assessment instrument to as many as fifteen people at the same time. This represents considerable timesaving for staff. With good assessments, staff can focus on identified needs and not spend time on a "shotgun" approach to problems. Assessment of juvenile and adult probationer's risk/need are essential for maximizing the limited resources available to serve this population. The PSTF should address this issue as part of the mandate for improving probation services.

### 9. How are adult cases assigned?

- There were a total of 78 responses. Many counties had more than one method of assigning cases.
- The type and number of case assignment responses follows:

•	Specialized case type	37
•	Rotation	12
•	Amount of Work	19
•	Geographic	12

Comments: Thirty-seven of 80 responses (46%) assign according to specialized case type. CPO's faced with management issues of the most effectively utilization of limited staff chose specialized intensive supervision, such as sex offender, drug court and drug caseloads, gang violence, domestic violence, and other specialized programs. These specialized intensive supervision caseloads are considerably smaller than regular probation caseloads.

It is significant to note that 44% of the 39 counties reporting do not administer *any* risk/need assessment instruments and the other 56% probably do not provide assessments to their entire adult probation population.

How are we determining the eligibility and needs of adult offenders in the specialized intensive supervision caseloads, other than by offense? Are probation departments providing relevant resources to the appropriate offender population? Without risk/needs assessments of the entire probation population, we are guessing and most likely inappropriately utilizing limited staff resources.

### 10. How are juvenile cases assigned?

- There were a total of 82 responses. Many counties have several methods of assigning cases.
- The type and number of case assignment responses were as follows:

•	Specialized case type	34
•	Rotation	8
•	Amount of work	18
•	School	5
•	Geographic	17

**Comments:** Although, the regular juvenile caseloads are lower than their adult counterparts, 41% of the responses assign to specialized intensive supervision caseloads or programs.

## **Comparing Juvenile and Adult Caseloads**

- Current regular and banked caseloads representing the *majority* of offenders on probation vary significantly from adult to juvenile caseloads.
- Fifteen percent of adult average caseloads are 100 or fewer as compared with 47% for juvenile caseloads.
- Forty-five percent of adult average caseloads are 200 or fewer as compared with 69% for juvenile caseloads
- Twenty-seven percent of adult average caseloads are between 301-500 as compared with 8% for juvenile caseloads.
- Again, limited resources drive CPO's to identify specialized categories of offenders for intensive services.

# **PART 2: PROBATION SERVICES**

# 1. List the types of services that the probation department provides for Adults and Juveniles

### **Adult Services**

- Fifty-four counties responded
- Eight services have more than 40 "yes" responses
- Thirty-three different services are provided in at least one county
- There is a total of 801 services provided in 54 counties for adult probationers
- A list of adult services and the number of counties using them follows:

<u>Service</u>	Number
1. Anger Management	28
2. Batterers Programs	39
3. Community Services	36
4. Deferred Entry of Judgment	44
5. Detention Services	11
6. Disposition Reports	37
7. Domestic Violence Services	45
8. Drug Court Services	37
9. Electronic Monitoring	29
10. Gang Grant Services	14
11. Group Homes	2
12. Home Supervision Services	20
13. In Patient Mental Health	5
14. Informal Probation	10
15. Intake	16
16. Out-of-County/jurisdiction transfer	33
17. Out-of-Home Placements	4
18. Out-Patient Mental Health	26

19. Out-Patient Substance Abuse Treatment	31
20. Pre-sentence Investigation Reports	52
21.Residential Substance Abuse Treatment	27
22. Restitution to Victims	51
23. Reviews	46
24. Revocation Hearings	49
25. Serve as Hearing Officers	1.2
26.Sex Offender Services	35
27. Sex Offender Treatment	26
28. Supervision	52
29. Victim Impact Statements	48

### **Additional Adult Services**

- Monitor Batterers & Drug Treatment Programs
- Work Furloughs (2)
- Drug Dog Officer
- Narcotics Enforcement Unit
- Drug Testing
- House Arrest
- Family Preservation
- Drug Education
- Partnership Mentally Ill Offenders
- DUI
- Adult Stalker
- Conflict Resolution
- Community Services Work Program (2)
- OR

**Comments:** Eight services had over 40 responses; 1) deferred entry of judgement, 2) domestic violence services, 3) pre-sentence investigations, 4) restitution to victims, 5) reviews, 6) revocation hearings, 7) supervision, and 8) victim impact statements. Most of

these services provide the basic information a judge needs to sentence and track the general progress of adult offenders.

The PSTF now has data that indicates that most counties have basic services for adult offenders. With the limited resources available for adult probationers, recommendations for standards of performance for services already in place is a realistic approach to improve adult probation services.

### **Juvenile Services**

- Fifty-four counties responded
- Fourteen services have 40 or more "yes" responses
- Twenty-one services have 30 or more "yes" responses
- Fifty-six different services are provided in at least one county
- There were a total of 1,119 juvenile services reported from 54 counties
- A list of juvenile services and the number of counties providing them follows:

Service		Number
1.	Anger Management	36
2.	Batterers Programs	10
3.	Community Services	42
4.	Deferred Entry of Judgment	29
5.	Detention Services	46
6.	Disposition Reports	46
7.	Domestic Violence Services	15
8.	Drug Court Services	25
9.	Drug Testing in Schools	29
10. Electronic Monitoring		36
11. Foster Care		40
12. Gang Grant Services		23
13. Group Homes		39
14	Home Supervision Services	47
15	In Patient Mental Health	15

16. Informal Probation	46
17. Intake	47
18. Out-of-County/Jurisdiction Transfer	47
19. Out-of-Home Placements	47
20. Out-Patient Mental Health	32
21. Out-Patient Substance Abuse Treatment	31
22. Pre-sentence Investigation Reports	22
23. Residential Substance Abuse Treatment	23
24. Restitution to Victims	46
25. Reviews	44
26. Revocation Hearings	42
27. Serve as Hearing Officers	31
28. Sex Offender Services	31
29. Sexual Offender Treatment	26
30. Supervision	49
31. Victim Impact Statements	43

### **Additional Juvenile Services**

- Restorative Justice
- Campus Probation Officers (3)
- Drug Testing (2)
- ROPP (2)
- Work Crew (3)
- Prevention Services
- Gang Task Force
- Court Day School
- Community Services Work Program (2)
- Children's System of Collaboration
- Boot Camps
- Paternity Programs
- Family Assessments

- Victim Awareness Training
- Life Skills Training
- Day Reporting Center
- Visual Learning Therapy
- Youth Accountability Boards
- Police Probation Diversion
- Independent Living Skills (2)
- Alternatives to Placement
- Truancy Reduction
- Behavior Modification
- In-School Suspension
- Culture & Diversity Services

Comments: Juvenile probation offers 55 different services as compared with 33 services for adult offenders. There is a wide variety of treatment services and programs for juvenile probationers as well as a range of community agencies involved in partnerships and collaborations with juvenile probation.

### **Comments on Juvenile and Adult Services Comparisons**

The juvenile probation population in California, as in all states, is many times smaller than the adult probation population. A budget analysis of the six counties visited in 2000, show an almost equal distribution of funds for juvenile and adult probation services. This is reflected in the number and types of services provided to the juvenile and adult probation populations. Juvenile probation services in California provide 55 different services compared to 33 services for adult probationers. This is even more significant when you factor in the much smaller juvenile population. The total number of probation services offered in the 53 counties responding to the survey show a total of 1,119 for juvenile compared to 801 for adult.

The types of services provided to the juvenile population is far more creative and involves many more community agencies and partnerships. The models and relationships being developed in the juvenile arena are readily transferable to adult services. The expertise is already available in each probation department and only awaits proper resources to be implemented in adult. The creativity for probation services already exists in California.

# 2. List the types of specialized court programs available to adults and juveniles in your county.

### Adult

- Fifty-three counties responded
- Eight specific specialized court services were listed
- Drug courts were identified in 32 of the 53 (60%) of the counties
- The next closest specialized court was 18 (34%) of the counties
- A list of specialized adult court services follows:

Service	Number
1. Day Reporting Center	4
2. Domestic Violence Court	18
3. Drug Court	32
4. Early Disposition Programs	10
5. Gang Prevention Unit	6
6. Mental Health Court	4
7. Pretrial Informal Supervision	12
8. Victim Offender Reconciliation	1

- Other specialized court services listed
  - Supervised OR
  - Domestic Violence Calendar
  - Community Work Service Program
  - Supervision Court Review

Comments: Adult drug courts are becoming a core service of adult supervision. Much of the funding for drug courts comes from grants, but this will not offer long term funding. What is the funding strategy for these services to become a permanent budget item? The six sites visited in 2000 emphasized the outstanding partnerships and trust developed between courts, probation, and community service providers in operating specialized court programs. The loss of specialized drug courts would seriously damage the positive image of community corrections in California.

### Juvenile

- Fifty-three counties responded
- Nine specialized services were identified
- Thirty-three counties provide informal juvenile and traffic court
- Twenty-four counties provide juvenile drug courts
- The following types and number of specialized juvenile court programs follows:

Pro	ogram_	Number
1.	Day Reporting Centers	12
2.	Drug Court	24
3.	Early Disposition Services	10
4.	Gang Prevention Unit	12
5.	Informal Juvenile & Traffic Court	33
6.	Neighborhood Accountability Boards	9
7.	Peer Court	18
8.	Pretrial Informal Supervision	14
9.	Victim Offender Reconciliation	12

Comments: Seven specialized juvenile court services are being offered in 12 - 33 counties as compared with three specialized adult court services in the same number of counties. This is significant because a much larger number of adult probationers are getting fewer specialized services compared with the juvenile probation population. We must again ask funding questions. How many of these specialized juvenile court

services are permanently funded? How many are grant funded? If these programs have positive evaluations, planning for permanent funding is essential if California is to maintain the same quality of juvenile services attained during the last six years.

# PART 3: GOALS AND PRIORITIES OF PROBATION DEPARTMENT

## 1. Does your probation department have a written mission statement?

- Forty counties responded
- Thirty-four (85%) responded "yes"
- Six (15%) responded "no"

## 1a. When was the department's mission statement written?

<u>Year</u>	<u>Number</u>	Percentage
<b>2000</b>	3	10%
<b>1999</b>	4	10%
<b>1998</b>	3	10%
<b>1997</b>	2	7%
<b>1996</b>	2	7%
<b>1995</b>	4	13%
<b>1994</b>	1	3%
<b>1991</b>	2	7%
<b>1990</b>	4	13%
<b>1989</b>	1	3%
<b>1988</b>	2	7%
<b>1</b> 987	1	3%
<b>1985</b>	1	3%
■ 1970's	1	3%

Comments: Thirty-one counties provided information about when their latest mission statement was written. Fourteen (45%) of the counties responding have a mission statement that was written in the last five years. Seventeen (55%) have mission statements written more than five years ago. Ten (32%) of these have not had a mission statement written in the last ten years.

### 1b. How often is the mission statement reviewed?

<u>Frequency</u>	<u>Number</u>	<u>Percentage</u>
<ul><li>Annually</li></ul>	17	52%
<ul><li>Periodically</li></ul>	2	6%
<ul> <li>No Routine Review</li> </ul>	4	12%
<ul> <li>As Needed</li> </ul>	3	9%
<ul><li>No Review</li></ul>	1	3%
<ul><li>Every 2 years</li></ul>	2	6%
<ul><li>Every 3 years</li></ul>	1	3%
<ul><li>Every 4 years</li></ul>	1	3%
■ 10-15 years	2	6%

Comments: Nine (27%) had vague answers such as "periodically," "no routine review," or "as needed." Fifty-two percent have annual reviews of their mission statement.

Mission statements do not have to be written every year, but they need to be reviewed annually.

## 2. Does your probation department have written annual objectives for:

### 2a. Adult Services:

•	"YES"	19 responses	46%
•	"NO"	22 responses	54%

## 2b. Juvenile services:

•	"YES"	18 responses	44%
•	"NO"	23 responses	56%

**Comments:** Examples of objectives given in some of the 17 "yes" responses in juvenile and 19 in adult do not fit the definition of department objectives. The mission statement is a declaration of the main purpose of the department. The objectives provide the specific action steps required at every level of the organization to implement the mission and to insure that all employees are working toward the same goals. This becomes even more significant in departments that have many new employees with limited corrections experience. None of the six counties visited during 2000 had department objectives for every level of the organization. However, specific objectives are in place for some grant related programs.

It is difficult to have annual objectives without reviewing the mission statement as part of the process. Mission statements may remain as written, but they must be reviewed.

## 3. List in order of importance your top five priorities for probation.

### **Adult Priorities**

1. Public Safety		39 responses
<u>Priority</u>	Responses	
<b>4</b> 1	35	
<b>#</b> 2	3	
<b>#</b> 3	1	

2.Offender Accountability 31 responses

<u>Pri</u>	ority	Responses
•	#1	1
•	#2	20
•	#3	5
•	#4	4
•	#5	1

## 3. Rehabilitation

26 responses

<u>Priority</u>	Responses
<b>#</b> 2	3
<b>#</b> 3	8
<b>4</b> 4	7
<b>#</b> 5	8

# 4. Compliance with Court Orders

23 responses

<u>Priority</u>	Responses
<b>4</b> 1	2
<b>#</b> 2	6
<b>#</b> 3	11
<b>4</b> 4	1
<b>#</b> 5	3

## 5. Victim's services

14 responses

<u>Priority</u>	Responses
<b>#</b> 2	4
<b>#</b> 3	8
<b>4</b> 4	1
<b>#</b> 5	1

# 6. Monitoring

13 responses

Responses
1
3
6
3

7. Re-integration			13 responses
<u>Pr</u>	<u>iority</u>	Responses	
•	#4	5	
•	#5	8	
8.	Education		5 responses
Pr	<u>iority</u>	Responses	
•	#4	3	
•	#5	2	
9.	Restorative Justice		4 responses
Pr	<u>iority</u>	Responses	
•	#4	2	
•	#5	2	
10	. More Funding		3 responses
Pr	<u>iority</u>	Responses	
•	#1	2	
•	#3	1	
11	. Staff Accountability		3 responses
Pr	iority	Responses	
•	#1	2	
•	#3	1	
12. Training		3 responses	
Pr	<u>iority</u>	Responses	
•	#4	1	
•	#5	2	

13. Employment		3 responses
<u>Priority</u>	Responses	
<b>#</b> 4	2	
<b>#</b> 5	1	
14. Expand Adult Supervisio	n	2 responses
<u>Priority</u>	Responses	
<b>4</b> 4	1	
<b>#</b> 5	1	
15.Restitution		2 responses
<u>Priority</u>	Responses	
<b>4</b> 3	1	
<b>4</b> 4	1	
Note: One response was reco	orded for each o	of the following.
16. Risk Management		#5
17. Community Sanctions		#5
18. Automation		#2
19. Domestic Violence Sup	pervision	#3
20. Investigations & Court	Services	#3
21. Drug Rehabilitation		#5
22. Parenting/Family Stabi	lity	#5
23. Prevention		#4
24. Community Involveme	nt	#4
25. Competency Developm	ent	#4
26. Deter Offenders		#3
27. Drug Court Services		#2
28. Manageable Case Load	ds	#5

### **Highest Rated #1 Priorities**

## 42 county responses

Priority		<u>Responses</u>
•	Public Safety	35
•	More funding	2
•	Staff Accountability	2
•	Compliance with Court Orders	2
•	Offender Accountability	1

Thirty -five (83%) of the counties responding selected public safety as the clear number one priority.

The next highest number one priorities represent only 5% of the counties reporting.

### **Highest Rated #2 Priorities**

## 38 county responses

<u>Priority</u>	Responses
<ul> <li>Offender Accountability</li> </ul>	20
<ul> <li>Compliance with Court Orders</li> </ul>	6
<ul> <li>Victim Services</li> </ul>	4
<ul> <li>Public Safety</li> </ul>	3
<ul><li>Rehabilitation</li></ul>	2
<ul> <li>Monitoring</li> </ul>	1
<ul> <li>Automation</li> </ul>	1
<ul><li>Expand Adult Supervision</li></ul>	1

Offender accountability represents 53% of the number two priorities.

Public safety and offender accountability dominated the two highest priorities.

These address the issue of safety to the community.

### **Highest Rated #3 Priorities**

### 41 county responses

<u>Priority</u>		Responses
• C	ompliance with Court Order	11
■ Re	ehabilitation	8
■ V	ictim Services	8
■ O:	ffender Accountability	5

•	Monitoring	3
•	Public Safety	1
•	More Funding	1
•	Staff Accountability	1
•	Domestic Violence Supervision	1
•	Investigations & Court Services	1
•	Deter Offenders	1

# **Highest Rated #4 Priorities**

# 33 county responses

<u>Priority</u>		Responses
•	Rehabilitation	7
•	Monitoring	6
•	Re-integration	5
•	Offender Accountability	4
•	Education	3
•	Restorative Justice	2
•	Employment	2
•	Training	1
•	Victim Services	1
•	Compliance with Court Orders	1
•	Restitution	1

# **Highest Rated #5 Priorities**

# 35 county responses

<u>Priority</u>		Responses
•	Re-integration	8
•	Rehabilitation	8
•	Compliance with Court Orders	3
•	Monitoring	3
•	Education	2
•	Restorative Justice	2
•	Training	2

•	Employment	1
•	Victim Services	1
•	Offender Accountability	1
•	Risk Management	1
•	Community Sanctions	1
•	Drug Rehabilitation	1
•	Parenting/Family Stability	1

Comments: Public safety was listed as either priority number one or number two by 38 of the 41 counties reporting. Offender accountability, which could be interpreted as having a high correlation with public safety, is listed as priority one or two in 21 counties. Rehabilitation, with 25 county responses, compliance with court orders, (23 responses,) victim services (14 responses,) and monitoring (13 responses,) round out the next highest numbers of priority ratings.

### **Juvenile Priorities**

1. Public Safety		36 responses
<u>Priority</u>	Responses	
<b>4</b> 1	29	
<b>4</b> 2	6	
<b>4</b> 4	1	

2. Offender Accountability		27 responses
<u>Priority</u>	Responses	
<b>•</b> #1	2	
<b>4</b> 2	14	
<b>4</b> 3	7	
<b>4</b> 4	2	
<b>#</b> 5	2	

#### 3. Rehabilitation 26 responses Responses **Priority** #1 1 #2 7 8 #3 #4 3 7 #5 4. Education/Training 21 responses **Priority** Responses 5 #3 #4 11 5 #5 5. Compliance with Court Orders 15 responses **Priority** Responses 3 # 1 3 #2 #3 6 #4 1 **#** 5 2 6. Re-integration 9 responses **Priority** Responses 5 #4 4 #5 9 responses 7. Victim Rights **Priority** Responses

2

4

# 2

#3

<b>4</b> 4	1	
<b>4</b> 5	2	
8. Monitoring	7	7 responses
<u>Priority</u>	Responses	
<b>4</b> 1	1	
<b>#</b> 3	2	
<b>4</b> 4	3	
<b>4</b> 5	1	
9. Prevention	4	4 responses
<u>Priority</u>	Responses	
<b>#</b> 2	2	
<b>4</b> 4	1	
<b>4</b> 5	1	
10. Family Stability	3	3 responses
10. Family Stability Priority	<u>Responses</u>	3 responses
		3 responses
<u>Priority</u>	Responses	3 responses
Priority #3	Responses 1	3 responses
<u>Priority</u> ■ #3 ■ #4	Responses 1 1	3 responses
<u>Priority</u> ■ #3 ■ #4	Responses  1  1  1	3 responses 2 responses
<u>Priority</u> #3  #4  #5	Responses  1  1  1	
Priority #3  #4  #5	Responses  1  1  1  oration  2	
Priority  #3  #4  #5  11. Community Restoration	Responses  1  1  1  oration  Responses	
<u>Priority</u> ■ #3 ■ #4 ■ #5  11. Community Restorment <u>Priority</u> ■ #4	Responses  1  1  1  oration  Responses  1	
<u>Priority</u> ■ #3 ■ #4 ■ #5  11. Community Restorment <u>Priority</u> ■ #4	Responses  1  1  1  1  Oration 2  Responses  1  1	
Priority  #3  #4  #5  11. Community Restormation  Priority  #4  #5	Responses  1  1  1  1  Oration 2  Responses  1  1	2 responses

13. Restorative Justice		2 responses
<u>Priority</u> <u>Responses</u>		
<b>4</b> 2	1	
<b>#</b> 3	1	
14. School Bases Pro	ograms	2 responses
<u>Priority</u>	<u>Responses</u>	
<b>4</b> 1		
<b>4</b> 3		
15. Juvenile Drug C	ourt	#2
16. Early Assessmen	nt	#3
17. Collaborative Pa	rtner Agreement	#5
18. Better-Run Instit	tutional Programs	#5
19. Training		#5
20. Restitution		#4
21. CYA Cost Relief		#5
22. New Juvenile Hall		#3
<b>Highest Rated #1 Priorities</b>		38 county responses
<u>Priority</u>		Responses
<ul><li>Public Safety</li></ul>		29
<ul> <li>Offender Accountability</li> </ul>		2
<ul> <li>Compliance with Court Orders</li> </ul>		3
<ul><li>More Funding</li></ul>		2
<ul><li>Monitoring</li></ul>		1
<ul> <li>School Based Programs</li> </ul>		1

Twenty-eight (76%) identified public safety as the highest priority

#### **Highest Rated #2 Priorities 36** county responses **Priority** Responses Offender Accountability 14 Public Safety 6 Rehabilitation 7 Prevention 2 Compliance with Court Order 3 Victim Rights 2 Juvenile Drug Court 1 Restorative Justice 1

Offender Accountability, Public Safety, and Rehabilitation account for 75% of the #2 priorities.

<b>Highest Rated #3 Priorities</b>	36 county responses
<u>Priority</u>	Responses
<ul> <li>Rehabilitation</li> </ul>	8
<ul> <li>Compliance with Court Orders</li> </ul>	6
<ul> <li>Offender Accountability</li> </ul>	7
<ul> <li>Education/Training</li> </ul>	5
<ul> <li>Victim Rights</li> </ul>	4
<ul> <li>Monitoring</li> </ul>	2
<ul> <li>Family Stability</li> </ul>	1
<ul> <li>Restorative Justice</li> </ul>	1
<ul><li>Early Assessment</li></ul>	1
<ul> <li>Juvenile Hall</li> </ul>	1
Highest Rated #4 Priority	32 county responses
<u>Priority</u>	Responses
<ul> <li>Education/Training</li> </ul>	11
<ul><li>Re-integration</li></ul>	5
<ul> <li>Monitoring</li> </ul>	3

•	Offender Accountability	2
•	Rehabilitation	3
•	Compliance with Court Orders	1
-	Victims Rights	1
-	Prevention	1
-	Family Stability	1
-	Community Restoration	1
-	Restitution	1
-	Public Safety	1
•	School Based Programs	1

Education/Training, Re-integration, and Monitoring represent 59% of all the #4 priorities.

<b>Highest Rated # 5 Priorities</b>	29 county responses
<u>Priority</u>	Responses
<ul> <li>Rehabilitation</li> </ul>	7
<ul> <li>Education/Training</li> </ul>	4
<ul><li>Re-integration</li></ul>	4
<ul> <li>Compliance with Court Orders</li> </ul>	2
<ul> <li>Offender Accountability</li> </ul>	2
<ul><li>Victim Rights</li></ul>	2
<ul> <li>Monitoring</li> </ul>	1
<ul><li>Prevention</li></ul>	1
<ul> <li>Family Stability</li> </ul>	1
<ul> <li>Community Restoration</li> </ul>	1
<ul> <li>Collaborative Partnership</li> </ul>	1
<ul> <li>More Efficient Instit. Programs</li> </ul>	1
<ul><li>Training</li></ul>	1
<ul> <li>CYA Cost Relief</li> </ul>	1

Comments: Public safety was listed as priority one or two by 35 of the counties reporting. Offender Accountability, which has a high correlation with public safety, is listed as priority one or two in 16 counties. Twenty-five counties gave the next highest priority ratings to Rehabilitation, followed by 15 for Compliance with Court Orders, and 9 for Victim Rights.

# 4. Has probation tried any innovative programs in the last 3 years that have proven effective?

- Forty-nine counties responded "YES' to this question
- Five counties responded "NO"
- A listing of innovative programs tried in the last 3 years follows:

<u>Program</u>	Number of counties
<ul> <li>Drug Court Services (adult)</li> </ul>	28
<ul> <li>Drug Court Services (juvenile)</li> </ul>	18
■ Challenge	13
<ul> <li>Domestic Violence Caseloads</li> </ul>	9
<ul> <li>School Based Probation Programs</li> </ul>	7
<ul> <li>Neighborhood Accountability Boards</li> </ul>	6
■ Gang Project	5
<ul> <li>Multi-Agency Integrated Service Team</li> </ul>	5
<ul> <li>Day Reporting Center</li> </ul>	5
<ul> <li>Repeat offender Prevention Program</li> </ul>	5
■ Gender Specific Programs & Treatment for	r Girls 4
<ul> <li>Children's System of Care</li> </ul>	4
<ul> <li>Family Preservation</li> </ul>	4
<ul> <li>Peer Court</li> </ul>	3
<ul> <li>Mentally Ill Offender Program</li> </ul>	3
■ Electronic Monitoring	3
■ Boot Camp	3
<ul> <li>Wrap-around Services Program</li> </ul>	3
<ul> <li>Aftercare Programs</li> </ul>	2

•	Life Skills	2
•	Transition Center (ranches to home)	2
•	First Offender Program	2
•	Day Treatment Family Intervention (8%)	2
•	Sex Offender Unit Program	2
•	Juvenile Placement & Assessment Center	2
•	Juvenile Community Work Services	2
•	Family Violence Intervention	1
•	Juvenile Hall Victim Impact Classes	1
•	DUI Caseload	1
•	Felony Early Disposition Program	1
•	Adult Job Readiness & Placement Services	1
•	Adult AIDS Education	1
•	Adult Warrant Team	1
•	Adult Intensive Supervision	1
•	House Arrest	1
•	Men & Their Families	1
-	Women & Their Families	1
-	SARB	1
-	Child Abuse Prevention	1
-	Crossroads (diversion juvenile)	1
•	Adult Community Work Services	1
•	Conflict Resolution	1
•	Facility for Emotionally Disturbed Boys	1
•	Juvenile Restitution Program	1
•	Probation Alternatives	1
•	Juvenile Vocational Education Programs	1
•	Outcome Measures	1
•	More Probation Officers	1
•	In-house Computer System	1
	Residential Treatment Program	1

Comments: It is important to note that there is no definition to determine "effectiveness". Responses may be based on evaluation data or anecdotal information. During the last 3 years, counties listed 50 programs reporting a total of 168 innovative efforts. The most comprehensive efforts were in adult drug court services (28), juvenile drug court services (18), challenge (13), and domestic violence caseload (9). All four of these innovative programs and services have considerable grant money from the federal or state level.

There appears to be a strong desire to be innovative. Limited resources, not lack of ideas, are the principle drawback to positive change. There needs to be a way to permanently fund recognized innovative programs that focus on involving key community stakeholders.

The six probation departments interviewed in 2000 have shown a dramatic increase in total department funding over the last five fiscal years. The increases ranged from 24% to 83%. The general fund contributions to the total budget ranged from 35% to 58.3%. The budget for four of the six departments received general funds of less than 50% of the total budget, with one department receiving less than 40%. With the exception of one unreported department, all others indicate that the percentage of their general fund contributions have decreased. In one jurisdiction the decrease since 1997 is 35%, and in another 18%.

The primary revenue increases have come from federal, state, and fee increases. In the juvenile service area, a substantial amount of funding has come from grant funds. It is important to recognize the changing funding sources for probation departments. Many of the specialized programs and services are grant funded. A considerable number of positions are financed with grant money.

This same scenario occurred in the 1970's at which time the Law Enforcement Assistance Administration (LEAA) distributed large amounts of money to state and local probation departments. When those resources ended, many progressive

probation programs were severely damaged or eliminated. It took more than a decade to recover from the loss of services. The community confidence in probation departments dramatically decreased. The current abundance of grant money for special programs and services will diminish, and counties need to prepare to finance programs proven to be effective.

# 5. Has probation tried any innovative programs in the last 3 years that were <u>not</u> proven successful?

- Fifty-five counties responded
- Fourteen of 55 (25%) tried innovative programs that were <u>not</u> successful
- Forty-one of 55 (75%) reported successful innovative programs
- Programs identified as *unsuccessful*::
  - Probation Counseling for Anger Management; (turf war problem)
  - R.O.C.K.Program; (problems at prison precluded further participation)
  - Community Assisting Parents; (poor parent participation)
  - Supervision Unit intended to involve families with parents and youth on probation; (lack of court support)
  - Early Resolution Sentencing Program for Adults; (lack of participation by the public defender)
  - Challenge II Grant; (difficulty in implementation)
  - Restorative Justice; (no board support)
  - Aftercare
  - Limited Service Caseloads; (did not work)
  - Adult pre-sentenced electronic monitoring
  - Pilot program with adult probation officer in court
  - Intensive Diversion Supervision to Low Risk Minors; (services were not needed)
  - Organizational Advisory Committee (not well received by most staff)

# 6. Please indicate in order of preference any services you would like to add or improve.

1. Increased Funding to Reduce Adult & Juvenile Caseloads 24 responses

<u>Pr</u>	<u>iority</u>	<u>Number</u>
•	#1	15
•	#2	4
•	#3	3
•	#4	2

2. Juvenile and Adult Drug Treatment and Drug Court (including inpatient drug treatment)23 responses

<u>Pric</u>	<u>ority</u>	<u>Number</u>
•	#1	4
•	#2	8
•	#3	3
•	#4	7
•	#5	1

3. Juvenile & Adult Mental Health Service (expansion, prevention, more outpatient)

15 responses

<u>Pr</u>	<u>iority</u>	Number
•	#1	5
•	#2	4
•	#3	4
•	#4	1
•	#5	1

4. Juvenile Hall (alto	ernatives, replacement, expansion, services)	13 responses
<u>Priority</u>	<u>Number</u>	
<b>4</b> 1	6	
<b>#</b> 2	3	
<b>#</b> 3	3	
<b>•</b> #5	1	
5. Adult and Juvenil	le Intensive Supervision Programs	10 responses
<b>Priority</b>	<u>Number</u>	
<b>-</b> #1	5	
<b>#</b> 2	4	
<b>4</b> 5	1	
6. Probation Officer	s on School Campus	9 responses
<b>Priority</b>	<u>Number</u>	
<b>4</b> 1	2	
<b>#</b> 2	2	
<b>#</b> 3	2	
<b>4</b> 4	1	
<b>4</b> 5	2	
7. Domestic Violence	ce Court with Comprehensive Services	7 responses
<b>Priority</b>	<u>Number</u>	
<b>-</b> #1	2	
<b>4</b> 4	3	
<b>4</b> 5	2	
8. Automation Syste	em Evaluations	7 responses
<b>Priority</b>	Number	
<b>4</b> 1	3	
<b>#</b> 2	2	
<b>#</b> 3	1	
<b>#</b> 4	1	

9. Victim Services (including reconciliation)

Priority
Number

#1
1
#2
3

#3#52

10. Juvenile and Adult Electronic Monitoring

6 responses

<u>Priority</u> <u>Number</u>

■ #1 1

■ #2 2

■ #3 3

11. Juvenile Vocational Educational Programs

6 responses

<u>Pr</u>	riorit <u>y</u>	Number
•	#1	1
•	#2	1
•	#3	2
•	#4	2

12. Restorative Justice

5 responses

<u>Pr</u>	<u>iority</u>	<u>Number</u>
•	# 1	1
•	#2	1
•	#3	1
•	#5	2

13. Status Offender Services (including truancy)

5 responses

<u>Priority</u> <u>Number</u>
■ #2 3
■ #3 2

# 14. Early Intervention High Risk Youth

<u>Priority</u>		Number
•	#2	2
•	#3	1
•	#4	1
	#5	1

5 responses

## 15. Improved Multi-disciplinary Services

<u>Pr</u>	<u>iority</u>	Number	
•	#1	1	
•	#3	2	
•	#4	1	
•	#5	1	

5 responses

## 16. Day Reporting Centers

<u>Pr</u>	<u>iority</u>	Number	
•	#2	1	
•	#3	1	
•	#4	1	
•	#5	1	

4 responses

## 17. Assessment Centers

Pr	<u>iority</u>	<u>Number</u>
•	#1	2
•	#2	1
•	#4	1

4 responses

## 18. Gang Related Services

<u>Pr</u>	<u>iority</u>	Number
•	#1	1
•	#4	2

3 responses

19. Restitution Recovery Officer & Services 3 responses		
<u>Priority</u>	<u>Number</u>	
<b>#</b> 2	2	
<b>-</b> #4	1	
20. System of Care App	roach	2 responses
<ul><li>Priorities # 1 &amp; #</li></ul>	#3	-
21. Peer Court		2 responses
<ul><li>Priority #4 &amp; #5</li></ul>		
22. Sex Offender Treatm	nent Program	2 responses
<ul> <li>Priority #3 &amp; #5</li> </ul>	ient i fogram	2 responses
22 AC CL ID		2
<ul><li>23. After School Program</li><li>Priority#1 &amp; #5</li></ul>	ms	2 responses
24. Neighborhood According Priority #3 & #4	untability Boards	2 responses
Thomas war		
-	ate Sanctions for Juveniles	2 responses
• Priority #1 & #2		
26. Aftercare services (r	eleased juveniles and adults)	2 responses
• Priority #3 & #5		
27. Warrant Apprehensi	on for Juveniles and Adults	2 responses
<ul><li>Priority # 2</li></ul>		
28. Juvenile Female Res	idential Treatment Program	2 responses
<ul><li>Priority #5</li></ul>		

Note: There was one response for each of the following.

	<u>Priority</u>
29. Services for Dual-diagnosed Clients	#5
30.Parents Mentoring Program	#3
31. Probation Absconder Unit	#3
32. Program Services for Latino Families	#5
33. Facility for Emotionally Disturbed Minors	#1
34. Juvenile Diversion	#1
35. Staff Training	#4
36. Juvenile Violence Court	#2
37. Juvenile Cognitive Behavior Curriculum	#5
38. Juvenile Therapeutic Foster Homes	#5
39. Juvenile Prevention Services	#3
40. Expand Challenge Program	#3
41. Community Out-stationing of Services	#5
42. More Pre-trial Release Services	#3
43. Community Work Program	#3
44.Child Abuse Caseload	#2
45. Better Management	#4
46. Placement Intervention Services	#1
47. Arming Selective Probation Officers	#1
48. Update Policies and Procedures	#2

**Comments:** Considerable time was required to cluster answers into categories of service or need. Information provided was not always clear and called for discretion to determine category placement. The question about priority of services generated a great deal of interest. There were 199 responses in 48 consolidated categories. The responses addressed a broad range of comprehensive probation services.

Interest in both juvenile and adult services was strong. However, many more responses addressed juvenile services and included detention and facilities.

The six areas receiving the highest number of responses are:

		Responses
•	Reduced Adult & Juvenile Caseloads	24
•	Juvenile & Adult Drug treatment, Drug Court, and Inpatient drug treatment	23
•	Juvenile & Adult Mental Health Services, including service expansion, outpatient, and prevention	15
•	Juvenile Hall including alternatives, replacement, and expansion of services	13
•	Juvenile & Adult Intensive Supervision Services	10
•	Probation Officers on School Campus	9

The categories that were most frequently ranked priority one or two are 1) reduced adult and juvenile caseloads (19), 2) juvenile and adult drug treatment and drug court (12), 3) mental health services (9), 4) juvenile hall (9), and 5) intensive supervision programs (9).

More financial resources are required to address all stated priorities. This survey gives an excellent snapshot of how counties would provide services if more resources were available. There is a strong and consistent theme that resources are sorely needed. Probation departments *want* to provide increased services at a quality level.

# 7. In general, do you believe that in the next 5 years the quality of probation services will:

		<u>Responses</u>	<u>Percentage</u>
•	Decline Greatly	3	5%
•	Decline Somewhat	8	13%
•	Remain the Same	8	13%
•	Improve Somewhat	28	44%
•	Improve Greatly	16	25%

Comments: There is a sense of optimism and enthusiasm about the quality of probation services for the next 5 years. Of the 63 responses, 44 (70%) believe the quality of probation services will improve either somewhat or greatly. One-fourth of the respondents believe there will be a great improvement. When analyzing the responses, there appears to be more optimism for increased services for juvenile probation compared to adult probation.

#### 8. Explain your answers to Question7.

- Sixty-two respondents explained why the quality of probation services would increase.
- Twenty-one respondents gave reasons for a decrease in quality of services.
- Seventy-five percent of the responses to this question were positive.

## **Reasons for Improved Quality of Services**

		Number of Responses
•	Increased funding	18
•	Increased collaboration with other agencies	12
•	Effectiveness/evaluations using outcome measures	4
•	Juvenile hall construction money	3
•	Greater legislative emphasis on probation	3
•	Funding for school resource probation officers	2
•	Good management will improve services	2
•	Broken windows model	1
•	Value of early termination	1
•	Specialized case management	1
•	Increased local foster care	1
•	Increased wrap-around services	1
•	Reduce teenage pregnancies program	1
•	Teen NA/AA Services	1
•	Great relationship with BOS	1
•	Specialized programs	1

•	Improved data collection and sharing	1
•	More juvenile funding	1
•	More funding to smaller counties	1
•	Community policing	1
•	Proposition 36 funding	1
•	Strategic Planning	1
•	Officer safety (armed unit)	1
•	Balance between juvenile and adult probation philosophies	1
•	Updated policies and procedures	1
	Increased early intervention services	1

#### **Reasons for Decreased Quality of Services**

		Number of responses
•	Budget problems	8
•	Decline in services to adults (more banked caseloads	s) 5
•	Problems recruiting and retaining staff	3
•	Inappropriate funding under Proposition 36	2
•	Too heavily grant funded	1
•	Increase workload "catch and release"	
	policy on drug cases under Proposition 36	1
•	More difficult offenders	1

**Comments:** Increased funding was named by 42% of respondents as the reason for *improved* quality of probation services. Conversely, 38% of respondents named decreased funding as the reason for a *decline* of quality probation services.

Twenty-one percent of respondents believe that the key to improved quality probation services is to work in partnership with other community agencies and avoid "turf issues". This is encouraging because improvement does not require additional money, rather working in partnerships and maximizing available resources.

The category of budget declines fall into three primary responses: 1) decrease in budget, 2) declining services to adults, and 3) inappropriate funding of Proposition 36. These responses represent 71% (15) of the 21 comments on why probation services will decline.

# STAKEHOLDER SURVEY RESPONSES BY COUNTY

COUNTY	CEO/ CAO	JUDGES & COURT ADMIN.	СРО	PO	DISTRICT ATTNY.	PUBLIC DE- FENDER
Alameda			X			
Alpine	X	X	X		X	
Amador		X	X			
Butte	NO	DATA				
Calaveras	X		X			
Colusa			X			
Contra Costa	X	X	X	X	X	
Del Norte	X		X			
El Dorado		X	X			
Fresno	X	X	X	X	X	X
Glenn			X			
Humboldt	X		X			
Imperial	X	X	X			
Inyo	X		X		X	
Kern	X	X	X		X	
Kings	X		X			
Lake	X		X			
Lassen			X			X
Los Angeles	X	X	X		X	
Madera	X		X	X		
Marin	X			X		
Mariposa			X			
Mendicino			X			
Merced	X		X			
Modoc						
Mono		X	X			
Monterey			X			
Napa		X	X		X	
Nevada		X				
Orange		X	X			X
Placer	X	X	X		X	
Plumas	X	X	X			
Riverside			X			
Sacramento		X	X			X
San Benito	X	X	X			
San Bernardino			X			
San Diego	X	X	X		X	
San Francisco			X		X	

San Joaquin			X			X
San Luis Obispo		X	X	X		
San Mateo			X			
Santa Barbara	X		X			
Santa Clara		X	X			X
Santa Cruz		X	X			
Shasta			X			
Sierra		X				
Siskiyou	X		X			
Solano	X	X	X		X	X
Sonoma						
Stanislaus			X		X	
Sutter	X		X			
Tehama	X	X	X			
Trinity			X	X		X
Tulare			X			
Tuolumne		X	X			X
Ventura		X	X			X
Yolo	X	X	X		X	X
Yuba		X	X			
Total	25	27	53	6	13	11

<sup>\* 1</sup> unknown county DA & 1 unknown county judge included in tabulations

#### PROBATION SERVICES TASK FORCE

#### SURVEY RESULTS

## Part 4: Appointments, Evaluation & Terms Of Chief Probation Officer (CPO)

## Part 5: Your Opinion about the Appointment System

At their meeting on October 26-27, 2000, the Probation Services Task Force (PSTF) determined that the first items of the committees' focus will be Part 4: Appointments, Evaluation & Terms of CPO and Part 5: Your Opinion about the Appointment System. Alan M. Schuman, Corrections Management Consulting was asked to prepare a report on these for the PSTF meeting to be held on January 11-12, 2001, in San Francisco. Parts 1, 2, and 3 relate to agency staffing and workload, probation services, and goals and priorities of probation departments. These will be addressed in a separate report to be prepared for a future PSTF meeting.

A summary of the responses from Parts 4 and 5 from the Stakeholder Survey is included on pages 75 and 76.

The four stakeholder groups in each of the fifty-eight counties include Board of Supervisors (BOS)/County Executive or Administrative Officer (CEO/CAO), Court Presiding Judge (PJ)/Court Administrator (CA), Chef Probation Officer (CPO), and Probation Officer (PO). A profile of responses for Parts 4 and 5 indicate that:

- There were **93 responses from 54 counties**.
- There was at least one response from 93 percent of the counties surveyed.
- Thirty-four counties had at least two stakeholder responses.
- The mix of counties by size and location appears to be good.
- Eighteen counties responding have from one to five judges on the bench.
- Eighteen counties have from six to ten judges on the bench.
- Seven counties have eleven to twenty judges on the bench.

- Nine counties have more than twenty judges on the bench.
- One of the 55 counties was unidentifiable and another did not have a judicial count.

Narrative survey responses were consolidated and grouped into appropriate categories.

# Part 4: Appointment, Evaluation & Term of Chief Probation Officer (CPO)

#### 1. Who has the *legal authority* to appoint the CPO?

Respondents reported the following legal authority:

•	Presiding judges	37
•	Committee of judges	4
•	Entire bench	11
•	Board of supervisors	8
•	Juvenile justice commission	1
•	Presiding judge of juvenile court	2
•	Juvenile court judge with consent by juvenile justice commission	1

**Comment:** Fifty-five of the 64 responses (86 %) report that the legal authority to appoint the CPO lies in the hands of the judiciary

# 2. *In practice*, if the CPO is appointed by a single entity or person, is that selection made through *formal* consultation or concurrence with any other entity or person?

•	Formal consultation	27
•	Formal concurrence	16
•	No formal consultation or concurrence	12

**Comment:** Forty-three of the 55 responses (78%) indicate some type of communication in the CPO selection process. Almost 50% use a more inclusive consultative approach. This indicates a good starting point for collaboration.

# 2a. If "Yes," With what entity or person does formal consultation or concurrence take place?

#### Responses:

- 20 counties use the Juvenile Justice Commission
  - alone (10)
  - with the bench (5)
  - with the bench and BOS/CAO (5)
- 7 counties use the full bench
- 6 counties use BOS/CAO and bench
- 2 counties use BOS/CAO
- 1 county uses a committee of judges

**Comment:** The Juvenile Justice Commission (JJC) plays a very significant role in this process. Fifty-five percent of the respondents utilize JJC's. JJC's could be key players in any future CPO selection criteria. It is not clear whether the composition of JJC's includes knowledgeable people who can address adult probation services. It is encouraging to note that at least 32 of the 54 counties responding (59%) include non-judicial personnel in the selection process of CPOs.

#### 2b. Please describe briefly how this process works

- 13 counties have the JJC jointly working with the bench. This includes JJC nominating and the judiciary appointing, or JJC concurring with judicial recommendation
- 4 counties have judges and BOS/CAO part of the interviewing process

- 2 counties have BOS approval of recommendations by the judiciary and JJC
- 1 county has BOS/CAO and judges consult
- 2 counties receive names from the county department of human resources and civil service
- 2 counties utilizes the entire bench
- 1 JJC & CAO representation

#### 3. Does a formal process of evaluation of the CPO exist?

#### Responses:

- 36 counties have a formal process
- 19 counties do not have a formal process

**Comment:** Thirty-six of the 55 responses (65%) indicate a formal evaluation process. This means that 35% of the CPOs do not have a clear understanding of performance expectations. This is an issue PSTF should address.

#### 3a. Who has the authority for conducting the evaluation?

#### Responses:

•	Board of Supervisors	6
•	CEO/CAO	3
•	Court Executive Officer	4
•	Court Presiding Judge	23
•	Juvenile Court Presiding Judge	2
•	Judges of consolidated courts	1
•	Judges & CAO	1

**Comment:** Thirty of the 40 responses (75%) place the authority to conduct CPO evaluations with the judiciary. It is interesting to note that the executive branch of government conducts approximately 25% of the evaluations. Yet, 86% responded that

judges have the appointing authority. This means that in some counties the judges have placed the responsibility to evaluate CPO's into the hands of the executive branch of government. If the judiciary wants the responsibility to appoint CPO's, they are raising some questions by having the executive branch of government conduct the evaluation.

#### **3b.** How often is a formal evaluation conducted?

#### Responses:

•	Once a year	27
•	Every two years	2
-	Including every 3 years, 7 years, periodic, request of CPO	6

Comment: Twenty-seven of the 35 jurisdictions (77%) with formal evaluations conduct them annually. The goal should be 100% for all CPO's throughout the state.

#### 3c. Please describe briefly the process of formal evaluation

#### Responses:

- Sixteen counties involve the executive branch of government and most frequently use county employee performance instruments. County evaluation procedures are the predominantly used formal evaluation process for CPO's.
- Five counties have evaluations initiated by the presiding judge.

Comment: This is an important issue that should be addressed. Although 75% of judges have formal responsibility to evaluate CPO's, only 24 % of the judiciary have devised their own evaluation system. Evaluations should be designed to review the primary responsibilities and functions of the position holder. Judges or court executives should develop performance expectations for the CPO and devise the process for these evaluations.

## 4. Does an informal process of evaluation of the CPO exist?

#### Responses:

- Informal process 20
- Do not have an informal process 33

#### 4a. Who conducts the informal evaluation?

#### Responses:

- Court presiding judge
  Board of supervisors
  CEO or CAO
  Court executive officer
  Combination of judge, JJC, BOS
  Other judges
  1
- **Comments:** Fifteen of the 23 responses (64%) have the judicial branch, exclusively, conducting informal evaluations.

#### 4b. How often is an informal evaluation conducted?

•	As needed	6
•	Yearly	4
•	Daily work contacts	1
•	Weekly meetings with judiciary	1
•	Monthly	1
•	Periodically	1
•	Closed session with BOS	1
•	Three to five years	1

Comment: The reponses raise the question about the consistency and relevance of these "informal" evaluations. The goal should be formal evaluations annually for all CPO positions whether conducted by the judiciary, executive branch of government, or a combination thereof.

#### 4c. Please describe briefly the process of informal evaluation

#### Responses:

- Twelve counties have numerous approaches to informal evaluations with judges, including "ongoing", "occasional", and "when appropriate"
- Four counties have the CPO meet with the BOS behind closed doors to discuss performance. In two of the counties, these informal evaluations are initiated at the request of the CPO
- In one county the judges, CAO and CPO work closely together

Comments: There is a range of responses to the process of informal evaluation.

Consistency between counties is an issue. The goal should be uniform formal evaluations statewide. This is particularly important because CPO's often move to CPO positions in other counties.

# 5. Is the CPO appointed for a specific term, an "at will" employee, or only removed for cause?

#### Responses:

•	Appointed for a specific term	1
•	"At will"	35
•	Only removed for cause	26

Comments: Thirty-five of the 62 responses (56%) report that CPO's serve "at will". This points to the importance of formal evaluations. *Formal evaluations would reduce the perception of unwarranted CPO dismissals. Formal evaluations designed jointly* 

between hiring authorities and CPO's would clarify performance expectations and build strong partnerships. The most constructive model would be removal with cause.

#### 5a. If the CPO is appointed for a specific term, How long is that term?

#### Responses:

• One year term 1

#### 6. Is there a formal process for removal of the CPO?

#### Responses:

- Formal process for removal
   26
- No formal process for removal 25

#### 6a. If "Yes," Who is responsible for the removal of the CPO?

#### Responses:

Presiding judge
Board of supervisors
Juvenile court presiding judge
Judges and JJC
Superior court judges
Majority of judges
1

**Comments:** Sixteen of the 23 responses (69%) report that the judiciary conducts the formal removal of the CPO. An additional 13% have the judiciary and JJC jointly conducting the process. The BOS conducts the CPO removal process in the remaining 18%.

#### 6b. Please briefly describe the removal process

#### Responses:

- In 9 counties, the most predominant procedures are civil service and county department rules including Peace Officer Bill of Rights (POBR)
- In 7 counties, judges have the responsibility with cause
- In 4 counties, judges have the responsibility with cause and concurrence with JJC
- In 1 county, judges have progressive discipline
- In 1 county, presiding judge and bench meeting
- In 1 county, presiding judge and CEO jointly
- In 1 county, BOS in a closed meeting with the majority vote needed for action
- In 1 county, due process

**Comments:** Nine of the 25 county responses (36%) use written county standards and rules as guidelines. Seven (28%) are judicial responsibilities with cause. An additional four counties (16%) report judicial responsibilities with cause and concurrence by JJC.

#### 7. Is there a process for disciplining the CPO?

#### Responses:

•	There is a process for	r disciplining the CPO	26

There is no process for disciplining the CPO 25

#### 7a. Please briefly describe the discipline process

- 13 counties use a combination of code, Skelly Hearing, civil service, and POBR
- In 8 counties the judiciary decides, including progressive steps of discipline

 In 1 county the BOS uses salary increases and salary reductions as disciplinary procedures

Comments: Thirteen of the 22 responses (59%) use written county standards and rules as guidelines. Eight counties (36%) use judicial discretion. This discretion does not appear to be standardized from county to county. A uniform disciplinary process should be incorporated as a part of the formal evaluation process. Regardless of the entity with the hiring and disciplining responsibility, uniformity among all 58 counties would be a positive improvement.

8. In the past 10 years, has there been disagreement over the appointment, removal, or discipline of the CPO?

#### Responses:

No disagreement over the appointment of CPO

Disagreement over the appointment of CPO

**Comment:** Forty-one of 55 (74%) indicated no disagreement over the appointment of the CPO. Twenty-six percent reporting disagreement over the appointment, removal or disciplining of CPO is a large percentage. Formal and consistent evaluations and disciplinary standards should considerably reduce that percentage.

#### 8a. If "Yes," Please briefly describe how the disagreement was resolved

- Responses reported few resolutions of disagreements
- One county had a disagreement in which the presiding judge determined it
  was not his responsibility to supervise the CPO. It was agreed that the CAO
  would perform the annual review of the CPO.
- Disagreement that the BOS should make the CPO appointment

- Unresolved disagreement that PO's should be part of the CPO screening and appointment committee
- Disagreement that the court should recruit and appoint CPO without BOS input
- One jurisdiction has a civil suit filed
- One jurisdiction has placed a CPO under investigation by CAO
- One CPO did not like judicial involvement and transferred to a state position
- Two responses noted that issues were not resolved but respondents did not state the nature of the problems
- Comments: The responses to this question illustrate some of the strained relationships between the judicial and executive branches of government existing in some of the counties. Many problems and concerns discussed in this survey can be resolved through recommendations being proposed to the PSTF.

## Part 5: Your Opinion about the Appointment System

1. In your opinion, how well is the current appointment system working?

#### Responses:

•	Very well	33
•	Well	14
•	Neither well nor poorly	10
•	Poorly	7
•	Very poorly	4

**Comments:** Thirty-three of the 68 responses (48%) give the current appointment system the highest possible rating. When you include the 14 or 20% that responded "well", 68% are very satisfied with the appointment system. This still leaves 16% under the

impression that the appointment system is working poorly and another 16% without strong opinions. It is important to determine the underlying reasons and examine ways to address the negative impressions of the CPO appointment system.

# 2. Please explain briefly why you believe the appointment system does or does not work.

- 12 counties state the system works when judges involve the CEO/CAO and JJC in the interview process and work in a partnership mode
- 5 counties indicate judges should control the CPO appointment process
- 3 counties stated that the BOS pays and therefore should control the selection process
- 3 counties believe that judicial selection of the CPO results in no accountability to the county
- 1 county says that judges have narrow views, do not respond well to supervising the CPO, and seem to be concerned about the role of unions
- 1 county CAO expressed a strong desire to have over-site responsibilities of the probation department and the selection of the CPO
- 1 county states that the selection process by the judiciary does not work because
   neither the courts nor the state set the budget
- 1 response suggested that selection by judges causes conflicting priorities with BOS
- 1 response states that probation's independence from the courts results in fair interaction with the courts
- 1 county suggests that judges should select the CPO because services provided by probation are initiated by the local court
- 1 county states that the courts should select the CPO because funding comes from a variety of sources
- 1 respondent states that judges are needed to review CPO candidates'
   qualifications and experience

- 1 respondent suggests that state funding of probation would mean CPO selection by the judiciary
- 1 county CEO/CAO believes that judges should not be involved
- 1 county reports that judges who became state employees caused major conflict with local county officials especially around the issue of funding for construction and facilities

**Comments:** Twelve of the 34 (35%) of the respondents believe their system works effectively because of the partnership involving key stakeholders. The other 65% seem to express some dissatisfaction in how the current appointment system works. It is significant to note that 14 different responses were received giving suggestions about how the system *should* operate with the clear impression that the current system is not working as well as it could.

The process of inclusion described by eleven of the counties should be studied and modeled. The most successful approaches in the field of corrections have been incorporation of intermediate sanctions, specialized courts, and restorative justice models. All of these require a partnership with key stakeholders. The more the community stakeholders know about and are involved in the goals and objectives of probation, the more creative and effective the system will become. Regardless of who has the final appointment authority, the involvement of key community players in the selection process and, where appropriate, the evaluation process will be the most effective and inclusive approach.

# 3. Is there another type of appointment system that you believe would work better than the current system?

•	Another appointment system that would work better	17
•	No changes in the appointment system	33

#### **Specific recommendations:**

- 8 counties suggest selection by BOS would be a better selection system
- 3 counties indicated the courts should choose; 2 of the 3 recommended concurrence by the bench
- 2 counties recommend BOS appointment with court concurrence
- 1 county states the entity that appoints should have the fiscal responsibility
- 1 county suggests an election with term limits

**Comment:** Thirty-three of 50 responses (66%) suggested no changes in the appointment system. Seventeen (33%) recommend changes. The specific recommendations in almost all instances mirror the stakeholder position in the county. Judiciary responses indicate satisfaction when they are selecting. The same holds true of the executive branch of government.

### 4. We welcome your thoughts on how the appointment system could be improved.

- 6 counties suggest that the courts should assume the costs of probation and make the CPO an employee of the court. CPO selection would be made by the judiciary.
- 5 counties suggest the BOS should select the CPO
- 3 responses suggest that CPO's should not be in the civil service system
- 2 responses suggest more BOS involvement with the judiciary on the selection process
- 2 counties suggested statewide control and funding of probation for public protection purposes
- 2 counties indicated CPO's must work together with the judiciary and the BOS
- 2 counties stated that the courts should appoint the CPO because of the importance of separation of power
- 2 counties recommend judicial appointment of the CPO with the concurrence of the BOS/CAO and the JJC

- 2 counties suggested the BOS hire with the concurrence of the judiciary
- 1 BOS states that the system is working well and the courts should appoint because of the closeness of the CPO to the judiciary
- 1 county states that the court is completely satisfied with their partnership approach with BOS
- 1 county says the BOS have a view of the bigger picture and should hire the CPO

**Comments:** Nine of the 29 (31%) responded that some combination of involvement between the BOS, judiciary, CPO, and JJC would result in an improved appointment system. Six counties (20%) believe that the court should assume the fiscal responsibility to fund probation and selecting the CPO. Almost the same number, five counties (17%) suggests the BOS selection of the CPO.

We continue to see a wide range of suggestions for CPO selection. These views continue to break along lines of funding responsibility. Generally, the BOS who fund the CPO positions want selection responsibility. The judiciary who work closely with the CPO and probation department believe that they are in the appropriate position to select the best-qualified CPO. A reoccurring theme in this survey suggests that, regardless of who makes the final CPO selection, some type of inclusive partnership results in a more unified county perception of how well the selection process works.

## STAKEHOLDER SURVEY RESPONSES BY COUNTY

COUNTY	CEO/ CAO	JUDGES & COURT ADMIN.	СРО	PO	DISTRICT ATTNY.	PUBLIC DE- FENDER
Alameda			X			
Alpine	X	X	X			
Amador		X	X			
Butte						
Calaveras	X		X			
Colusa			X			
Contra Costa		X			X	
Del Norte	X		X			
El Dorado		X	X			
Fresno	X		X	X	X	X
Glenn			X			
Humboldt	X		X			
Imperial	X	X	X			
Inyo	X		X		X	
Kern	X	X	X		X	
Kings	X		X			
Lake	X		X			
Lassen			X			
Los Angeles	X	X			X	
Madera	X		X	X		
Marin				X		
Mariposa			X			
Mendicino			X			
Merced	X		X			
Modoc						
Mono		X	X			
Monterey			X			
Napa		X				
Nevada		X				
Orange		X	X			X
Placer	X	X	X			
Plumas	X		X			
Riverside			X			
Sacramento		X	X			
San Benito	X	X	X			
San Bernardino			X			
San Diego	X	X	X		X	
San Francisco			X		X	

San Joaquin			X			X
San Luis Obispo		X	X			
San Mateo						
Santa Barbara	X		X			
Santa Clara						X
Santa Cruz		X	X			
Shasta			X			
Sierra		X				
Siskiyou	X		X			
Solano	X	X	X		X	X
Sonoma						
Stanislaus			X			
Sutter			X			
Tehama	X	X	X			
Trinity			X	X		X
Tulare			X			
Tuolumne		X	X			X
Ventura						
Yolo		X	X			X
Yuba			X			

# APPENDIX D

### Stakeholder Roundtable Discussions Sorted by Stakeholder and Theme

# Probation Services Task Force Stakeholder Input

Sorted by:

Stakeholder

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
ATTORNEYS		3.					
Attorney	San Diego	Urban	South	Nature of funding: "Quicksand funding". Competition locally (funding) – must compete w/ Mental Health, DSS etc. Juvenile Committee must take hard look at records from their service perspective	Funding		Juvenile Law Subcommittee
Attorney	San Francisco	Urban	North	Problems with District Attorney not following through	Relationships	Probation to Other Collaborative County Departments	ВТВ
Attorney	San Diego	Urban	South	Need communication between probation, social services, MH etc.	Relationships	Probation to Other Collaborative County Departments	Juvenile Law Subcommittee
Attorney	San Francisco	Urban	North	Focus on end of spectrum (gangs) rather than beginning (truancy) – need to address needs and front-end- truancy courts	Services		ВТВ
Attorney	San Diego	Urban	South	Develop book listing services and collaboration	Services	Best Practices	Juvenile Law Subcommittee
Attorney	San Francisco	Urban	North	Educational needs of kids in 602 and 300; look at models in Nevada County	Services	Education	ВТВ
Attorney	San Francisco	Urban	North	In MontereySchool got grant to fund truancy program on campus (Deputy Probation Officer at School)	Services	Education	ВТВ
Attorney (children in Dependency)	El Dorado	Rural	North	Services are for 300 kids and not 602s (Placement vs. Services)	Relationships	Dual Status	ВТВ
Attorney (children in Dependency)	El Dorado	Rural	North	Neighboring counties need to coordinated/pool funding	Relationships	Organizational structure	ВТВ
Attorney (children in Dependency)	El Dorado	Rural	North	Services are punitive, with 300 they are rehabilitative	Relationships	Probation to Other Collaborative County Departments	ВТВ
Attorney (children in Dependency)	El Dorado	Rural	North	Need to give kids goals other than "Going Home" or turning 18	Services		ВТВ
Attorney, Youth Law Center				Effects of parents on parole/probation – look at this (the number of kids is huge)	Services	Family	Juvenile Law Subcommittee
Attorney, Youth Law Center				Mental health/probation – collaboration is hopeful.	Services	Mental Health	Juvenile Law Subcommittee

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Defense Attorney	Santa Barbara	Suburban	Central	Obvious when probation and Social Services not talking and fighting over money	Funding		ВТВ
Defense Attorney	Santa Barbara	Suburban	Central	Judge needs to be involved	Relationships	Probation to Court	ВТВ
Defense Attorney	Santa Barbara	Suburban	Central	State should spend money to get everyone together to talk	Relationships	Probation to Other Collaborative County Departments	ВТВ
Defense Attorney	Santa Barbara	Suburban	Central	Outside service placement problem	Services	Placement	ВТВ
Defense Attorney	Santa Barbara	Suburban	Central	Special needs kids end up in juvenile hall for weeks or months waiting for placement	Services	Placement	ВТВ
Deputy Public Defender	Contra Costa	Urban	North	Concerned that there's no forum for seeking change to Deputy Probation Officer (e.g., parallel mechanism to Marsden motion if there is dissatisfaction with legal counsel); no place to address complaints	DPO Issues	Accountability	CPDA
Deputy Public Defender	Placer	Suburban	North	Also sees need for vehicle to change DPO when they have declared themselves against all other parties (gives example of family that was very involved and concerned; DPO didn't want to send the kid home, even though the group home counselor and others concluded that the kid would be best placed at home; DPO didn't like parental involvement)	DPO Issues	Accountability	CPDA
Deputy Public Defender	Contra Costa	Urban	North	Surprised at statement made that juvenile probation is well funded; her belief is that decisions are made with view toward protecting budget. The AB 575 plan required by probation calls for a psych evaluation but it's often not done (and it rarely happens if it's out of the probation's budget)	Funding		CPDA
Deputy Public Defender	Santa Clara (formerly in San Joaquin County)	Urban (formerly in suburban county)	North (formerly in central)	Questions rotation system from adult to juvenile is any thought given to specialization in certain fields?	Relationships	Organizational Structure	CPDA
Deputy Public Defender	Placer	Suburban	North	Referees are especially vulnerable to the influence of the POs and others -> don't challenge DPO or county counsel and will always go along with the recommendations to preserve job	Relationships	Probation to Court	CPDA

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Public Defender	Santa Clara (formerly in San Joaquin County)	Urban (formerly in suburban county)	North (formerly in central)	Sees lack of discretion – probation viewed as arm of the court	Relationships	Probation to Court	CPDA
Deputy Public Defender	Riverside	Urban	South	Concern about services for juvenile girls: they are often held in Juvenile Hall two times as long as boys (approx. 4-5 months for girls vs. 1½ - 3 months for boys; need to develop more placement options for female juvenile population	Services	Girls	CPDA
Deputy Public Defender	Contra Costa	Urban	North	If child is approaching majority, a placement often is not sought (or they go to Youth Authority)	Services	Placement	CPDA
Deputy Public Defender	Riverside	Urban	South	Need to identify better placement options for smart kids with drug problems. Now only two options: (1) go to program where there is access to public school (academics OK, but no good treatment programs; or (2) in-house school (academics not challenging enough, but no access to drugs)	Services	Placement	CPDA
Deputy Public Defender	Riverside	Urban	South	Insufficient services for juveniles with fire-setting history: private facilities won't take them due to liability, so they go to YA or go home	Services	Placement	CPDA
Deputy Public Defender	Riverside	Urban	South	Placement reviews: not terribly thorough or insightful; she keeps tabs on kids and can often provide the court with more specifics about a juvenile's situation than the DPO can (i.e., the contact between the DPO and the kid is limited)	Services	Placement	CPDA
Deputy Public Defender	Riverside	Urban	South	Need to develop alternate in-home placement programs for families with very specific problems -> lack of school attendance (often due to child care issues, transportation, indigence) kids end up in placement even though it's not necessary	Services	Pre-Placement Options	CPDA
Deputy Public Defender	Riverside	Urban	South	Sees desperate need for more emphasis on home-based programs	Services	Pre-Placement Options	CPDA
Deputy Public Defender	Riverside	Urban	South	Inconsistency in disposition report vs. what court officer recommends before court (Court DPO will agree with the judge, even thought it's inconsistent with the disposition recommendation)	Services	Probation Reports	CPDA
Deputy Public Defender	Santa Clara (formerly in San Joaquin County)	Urban (formerly in suburban county)	North (formerly in central)	Probation reports are part of the problem; it usually consists of the DPO taking the "worst" out of the police report and perpetuates it, and these "facts" become part of the record	Services	Probation Reports	CPDA

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Private Defense Counsel	Alameda	Urban	North	No mechanism exists for handling disagreements with DPO look at possibility of peer evaluation	DPO Issues	Accountability	CPDA
Private Defense Counsel	San Luis Obispo	Suburban	Central	POs tend to accept police report as fact; rarely contact juvenile or defense counsel; often juveniles don't know how to articulate mitigating defense POs need to work more collaboratively with defense	DPO Issues	Accountability	CPDA
Private Defense Counsel	Alameda	Urban	North	No individualized assessment is provided	Services	Assessment	CPDA
Public Defender	Marin	Suburban	North	Caseloads: clearly an issue	Caseload		CPDA
Public Defender	Humboldt	Suburban	North	Sees lack of accountability in probation system; court protects DPOs and let them "get away with all manner of incompetence"	DPO Issues	Accountability	CPDA
Public Defender	Humboldt	Suburban	North	Sees huge turnover in probation staff and insufficient training for new staff	DPO Issues	Retention and Training	CPDA
Public Defender	Humboldt	Suburban	North	Poor training for POs and person in Probation Dept. charged with providing training is poorly supported in his job	DPO Issues	Retention and Training	CPDA
Public Defender	Humboldt	Suburban	North	POs are constantly jockeying for new position, usually with county law enforcement (DPO is seen as entrée into law enforcement field, not a position to stay in)	DPO Issues	Status	CPDA
Public Defender	Humboldt	Suburban	North	Describes "grant prostitution" in which well- admired CPO succeeds in getting grants, but the majority of kids aren't getting services; energy and ambition devoted to getting grants, and then a slim majority of juveniles get served	Funding	Grants	CPDA
Public Defender	Humboldt	Suburban	North	Great frustration that programs (i.e., those funded by special grants) are not proven; no empirical evidence that they work	Services	Evaluation	CPDA
Public Defender	Humboldt	Suburban	North	Concept of "wraparound" services viewed by PDs as "runaround" services, they have never been brought in to discuss or evaluate	Services	Evaluation	CPDA
Public Defender	Humboldt	Suburban	North	Public defenders are not brought into planning process; they are required to learn about new programs after the fact (e.g., Juvenile Drug Court) – no funds provided for PD services, but there is additional money for probation	Services	Planning	CPDA

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Public Defender	Marin	Suburban	North	Need to examine strengths- or assets-based approach to probation and include more positive statements in probation reports (see Dennis Maloney on this subject)	Services	Probation Reports	CPDA
Public Defender	Marin	Suburban	North	Need to provide greater assessment in juvenile halls not much provided for juveniles in detention (issues of health, education, and mental health); quality of education inadequate -> need to examine application of individualized plans	Services in Juvenile Hall	Assessment	CPDA
District Attorney				Has the task force considered the impact of Proposition 36 on the caseloads of DPOs?	Caseload		California District Attorneys Association
District Attorney	Sonoma	Suburban	North	Would recommend having two different CPOs for adult and juvenile, since their needs are so different.	CPO Issues		California District Attorneys Association
District Attorney	Sonoma	Suburban	North	When new CPO was chosen a one and a half years ago, appreciated the opportunity of being on the interview panel.	CPO Issues	Appointment	California District Attorneys Association
District Attorney	Sonoma	Suburban	North	Would hesitate to have the BOS appoint the CPO	CPO Issues	Appointment	California District Attorneys Association
District Attorney	Sonoma	Suburban	North	Ideal system: would have shared responsibility in appointment of the CPO between the courts and the BOS, since probation's scope goes beyond services solely related to the courts.	CPO Issues	Appointment	California District Attorneys Association
District Attorney				In Los Angeles, arming of DPOs is a big issue, due to the fact that they conduct aggressive probation searches. Law enforcement is reluctant to help probation if DPOs are not armed and trained to defend themselves if something goes wrong.	DPO Issues	Arming	California District Attorneys Association
District Attorney	Sonoma	Suburban	North	Juvenile services and facilities take a second place to adult facilities – money is spent on building adult jails.	Facilities		California District Attorneys Association

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
District Attorney				Funding issue: Problem exists when someone is responsible for funding, but they do not get input on the impact of funding; creates personnel issues, etc.	Funding		California District Attorneys Association
District Attorney	Riverside	Urban	South	Probation also administers large amounts of funds from the state and federal government that impact not just the courts, but also the entire community.	Funding		California District Attorneys Association
District Attorney				Prosecution and law enforcement should have been on the task force.	Relationships		California District Attorneys Association
District Attorney	Riverside	Urban	South	Concerned about who funds probation, its structure, and where responsibilities lie.	Relationships	Organizational Structure	California District Attorneys Association
District Attorney	Riverside	Urban	South	In my county, the court is not interested in being involved in issues outside of the administration of justice; the Board of Supervisors is more interested in community issues.	Relationships	Probation to Court and County	California District Attorneys Association
District Attorney	Merced	Suburban	Central	Have a new, very good Chief Probation Officer, but the fact that the courts controls him is a problem. The courts often ignore mandates, and they are not included in the probation reports.	Relationships	Probation to Court and County	California District Attorneys Association
District Attorney	Sonoma	Suburban	North	Has a very good relationship with the CPO, but looking down the road, can see that as a result of Trial Court Funding, the Supervisors perceive that the courts are out of the loop; they have a parasitic relationship. There is resentment about the way the Court Executive Officers handle personnel relationships. If probation separates from the county, the counties might resent probation more since it is funded by the counties but is supervised by the courts.	Relationships	Probation to Court and County	California District Attorneys Association
District Attorney	Sonoma	Suburban	North	Courts are looked upon differently than District Attorneys offices, since although DAs are funded by the counties, at least one voice advocates for DAs. There is a lack of leadership in the courts.	Relationships	Probation to Court and County	California District Attorneys Association

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
District Attorney				DAs would like Victim/Witness Units to be in their office, not in probation departments. Close to 20 units in the state are located in the probation departments of that county, while in the other counties they are located in the District Attorney's office.	Relationships	Probation to Other Collaborative County Departments	California District Attorneys Association
District Attorney	Merced	Suburban	Central	Prosecution should be involved in the task force.	Relationships	Probation to Other Collaborative County Departments	California District Attorneys Association
District Attorney	San Francisco	Urban	North	Is the PSTF looking at victim restitution issues and how probation departments can collaborate with the Board of Control and Franchise Tax and other agencies to improve victim restitution?	Services		California District Attorneys Association
District Attorney	Sonoma	Suburban	North	Dichotomy exists between adult and juvenile services, since different statutes govern each division. Prop 21 will intensify this dichotomy.	Services		California District Attorneys Association
District Attorney	Riverside	Urban	South	Probation's scope is very large – the community needs to be involved.	Vision for Probation		California District Attorneys Association
BOARD OF SUPER- VISORS							
Supervisor	Ventura	Urban	Southern	Caseloads are a big problem	Caseload		CSAC
Supervisor	Tulare	Suburban	Central	Appointment model: Have looked at commission/joint appointment model, in which the BOS, the CAO, and the PJ and Juvenile PJ would jointly appoint and terminate the CPO, but so far it has been opposed.	CPO Issues	Appointment	CSAC
Supervisor	Ventura	Urban	Southern	Issue of how to staff facilities with qualified people	DPO Issues	Retention & Training	CSAC
Supervisor	Ventura	Urban	Southern	Difficult to recruit and retain probation officers	DPO Issues	Retention & Training	CSAC
Supervisor	Madera	Rural	Central	Need information on how to staff facilities	DPO Issues	Retention & Training	CSAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Supervisor	Solano	Suburban	Northern	Need to train probation officers	DPO Issues	Retention & Training	CSAC
Supervisor	Ventura	Urban	Southern	Building \$65 million new facility	Facilities		CSAC
Supervisor	Madera	Rural	Central	New 70-bed JH facility being constructed	Facilities		CSAC
Supervisor	Inyo	Rural	Central	<ul> <li>If we keep building facilities, does that mean that they will keep being filled?</li> <li>The goal is to keep kids in the home, build services around kids.</li> <li>Planned to rent out extra beds in their JH when it was constructed, but now it is completely full.</li> </ul>	Facilities		CSAC
Supervisor	Ventura	Urban	Southern	Funding is a problem	Funding		CSAC
Supervisor	Madera	Rural	Central	Problem: Grant funding  Impossible to hire FTEs if continued funding is not guaranteed  Need for more stable funding	Funding	Grants	CSAC
Supervisor	Solano	Suburban	Northern	Troublesome that judges and BOS never meet together; on mental health issues they meet with juvenile judges	Relationships		CSAC
Supervisor	Madera	Rural	Central	There is not a great deal of trust or information sharing between agencies	Relationships		CSAC
Supervisor	Madera	Rural	Central	Judges not engaged with BOS	Relationships		CSAC
Supervisor	Solano	Suburban	Northern	PJ and Juvenile PJ very cooperative	Relationships	Probation to Court	CSAC
Supervisor	Ventura	Urban	Southern	Probation has a good relationship with the courts – the courts select the CPO but the BOS has veto power; system works well	Relationships	Probation to court and county	CSAC
Supervisor	Madera	Rural	Central	BOS has budget control of probation, but no responsibility because the court requires/demands something different; the courts have no budget control	Relationships	Probation to court and county	CSAC
Supervisor	Tulare	Suburban	Central	Tulare has a rocky relationship with the courts  Lack of administrative capabilities at the court level  Have a good CPO, works well with CAO	Relationships	Probation to court and County	CSAC
Supervisor	Tehama	Rural	Northern	Sees cooperation between probation and county agencies; Social Services and Mental Health work with probation to get better results	Relationships	Probation to other collaborative county departments	CSAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Supervisor	Solano	Suburban	Northern	Probation has been whipsawed; will meet with Juvenile Justice Coordinating Council to establish goals jointly on budget/appointment issues, what probation officers should do	Relationships	Probation to Other Collaborative County Departments	CSAC
Supervisor	Tulare	Suburban	Central	Need to stress the importance of prevention, since it costs almost as much to run an unoccupied Juvenile Hall as an occupied one.	Services	Prevention	CSAC
Supervisor	Ventura	Urban	Southern	Prop 36 impacts: hope will provide infrastructure for prevention	Services	Substance Abuse	CSAC
Supervisor	Solano	Suburban	Northern	Need to integrate technology; DPO should be able to look in one place for all information related to a family	Technology		CSAC
Supervisor	Solano	Suburban	Northern	Would like to see automation and technological innovation – no more writing on 3x5 cards	Technology		CSAC
Supervisor	Madera	Rural	Central	Probation Department based on law enforcement model – shouldn't be.	Vision for Probation		CSAC
Supervisor	Madera	Rural	Central	There has recently been a shift in paradigm with the increase in drug courts and the passage of Prop 36  Need to expand probation's scope  Need to rename probation department?	Vision for probation		CSAC
COUNTY							
CAO	Del Norte	Rural	Northern	Probation officers should be in schools, visiting homes (along with Social Services and Mental Health)	Services		CSAC
CAO	Del Norte	Rural	Northern	Would like to see the task force weigh in on the importance of prevention vs. incarceration	Services	Preventiion	CSAC
COURTS				·			
Court Executive	Contra Costa	Urban	North	<ul> <li>Gaps in supervision of CPO (due to cycles of Juvenile Presiding Judge) lead to lack of continuity</li> <li>Accountability will increase if there is greater continuity in leadership</li> <li>Better for court to supervise but need continuity and leadership</li> </ul>	CPO Issues		CJAC
Court Executive	Solano	Suburban	North	There is a disparate view within probation community about arming	DPO Issues	Arming	CJAC
Court Executive	Solano	Suburban	North	Surprised that task force is considering arming issue; why within task force purview?	DPO Issues	Arming	CJAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Court Executive	Butte	Suburban	North	Turnover is on the rise in probation. Turnover in probation than in sheriff and other law enforcement Probation is training ground for law enforcement	DPO Issues	Retention and training	CJAC
Court Executive	San Joaquin	Suburban	North	Probation is having trouble recruiting, especially group home counselors	DPO Issues	Retention and training	CJAC
Court Executive	San Joaquin	Suburban	North	More education is required than for jails but pay is lower	DPO Issues	Retention and training	CJAC
Court Executive	Butte	Suburban	North	County won't give money for administrative services, infrastructure. They need to do a reality check	Funding		CJAC
Court Executive	Contra Costa	Urban	North	Budget cuts in early 90s led probation to cut misdemeanor programs	Funding		CJAC
Court Executive	Butte	Suburban	North	CPO has brought in innovative grant programs	Funding	Grants	CJAC
Court Executive	Solano	Suburban	North	Denigration of services since Prop 13 Active supervision of misdemeanors are non- existent	Funding	Grants	CJAC
Court Executive	Solano	Suburban	North	Grants – require to operate (since probation is at the bottom of the food chain)	Funding	Grants	CJAC
Court Executive	Solano	Suburban	North	Creative in obtaining grant funding; successful in diverting many cases away from courts. Want to preserve this under any model	Funding	Grants	CJAC
Court Executive	Riverside	Urban	South	Local system creates disparity from county to county in services and resources	Relationships	Organizational structure	CJAC
Court Executive	Santa Clara	Urban	North	Break up probation  Custody – Should remain with county Services with court	Relationships	Organizational structure	CJAC
Court Executive	Santa Clara	Urban	North	Should parallel with Sheriff and MOU for services.  Cost-effective way of doing business Level of service may go up Look at jurisdictions where probation does juvenile	Relationships	Organizational structure	CJAC
Court Executive	Santa Clara	Urban	North	If probation services were realigned, how would the money be handled? MOE, dealing with revenue source? Similar to TCF	Relationships	Organizational structure	CJAC
Court Executive	Fresno	Suburban	Central	Timelines of Probation Violation notification are inadequate	Relationships	Probation to Court	CJAC
Court Executive	Butte	Suburban	North	Court appoints but BOS evaluates with judicial input	Relationships	Probation to Court and County	CJAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Court Executive	Butte	Suburban	North	Probation is 2nd Class Citizen  Stuck between BOS and court without advocate  Dysfunctional – BOS sets price; serve at will of judges  Neither county nor court has taken ownership (similar to Ct Exec before TCF)	Relationships	Probation to Court and County	CJAC
Court Executive	Contra Costa	Urban	North	<ul> <li>Gaps in supervision of CPO (due to cycles of Juvenile Presiding Judge) lead to lack of continuity</li> <li>Accountability will increase if there is greater continuity in leadership</li> <li>Better for court to supervise but need continuity and leadership</li> </ul>	Relationships	Probation to Court and County	CJAC
Court Executive	Marin	Suburban	North	BOS and Court work together (like in Solano)  Board retains formal appointment authority, but works jointly with court  Board evaluates CPO  Board sees budget as driving other costs (jails)/probation budget linked to other county services	Relationships	Probation to Court and County	CJAC
Court Executive	Riverside	Urban	South	Counties may be rewarded (like facilities) if the gave short shrift to services.	Relationships	Probation to Court and County	CJAC
Court Executive	Solano	Suburban	North	Solano County BOS- one that sought legislation to change appointment authority due to relationship  CPO w/ BOS; resolved through joint evaluation of CPO by CAO and panel of judges  Probation (function is related to court; funded by county	Relationships	Probation to Court and County	CJAC
Court Executive	Solano	Suburban	North	Washington state may be model where probation is unit/organization department under court	Relationships	Probation to Court and County	CJAC
Court Executive	Contra Costa	Urban	North	Collection/compliance unit created under court, contract with probation services	Service		CJAC
Court Executive	Solano	Suburban	North	Intervention works, especially with juveniles. Want to preserve this under any model	Services		CJAC
Assistant Court Executive	Fresno	Suburban	Central	We ask probation to do so much, maybe it should be broken up Institutions: County Services (Court, pre and post): Court	Relationships	Organizational structure	CJAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Assistant Court Executive	Los Angeles	Urban	South	Probation is stepchild of criminal justice system.  Not sure if situation would change under model where court oversaw probation	Vision of Probation		CJAC
Assistant Court Executive	Los Angeles	Urban	South	Perception is that probation is less; lock 'em up! Public thinks getting probation is getting off. Money would still not flow to probation. It's extremely difficult.	Vision of Probation		CJAC
Court Program Manager	Placer	Suburban	North	Need collaboration of Funding between agencies	Funding		ВТВ
Court Program Manager	Placer	Suburban	North	Top leadership all meet weekly (workable in small county)	Relationships		ВТВ
Court Program Manager	Placer	Suburban	North	Sees probation as an arm of the court	Relationships	Probation to Court and County	ВТВ
Court Program Manager	Placer	Suburban	North	Cross supervision of probation and social services and education; Co Located; Much quicker by working together	Services	Collaboration	BTB
Court Program Manager	Placer	Suburban	North	Drug Courts, successfully work together also Day Reporting, center, Domestic Violence Court	Services	Specialty Courts	ВТВ
Judge	Sacramento	Urban	North	Board of Corrections has ratio regarding facilities, this has led to Deputy Probation Officers being pulled from field services (caused by staffing problems) leading to no supervision	Caseload		ВТВ
Judge	Santa Clara	Urban	North	Caseloads are too high. Specialized caseloads i.e. DV take resources and other cases are banked. (What is effect on victims?)	Caseload		BTB
Judge	Riverside	Urban	South	<ul> <li>8-9,000 banked caseload; 1:900 ratio – those are scary numbers!</li> <li>Many banked probationers are felons who need to be supervised</li> </ul>	Caseload		CJAC
Judge	Riverside	Urban	South	Lack of supervision will expose counties to liability due to banked caseloads	Caseload		CJAC
Judge	Santa Cruz	Suburban	Central Coast	Probation services work – but can't expect it unless there are manageable caseloads	Caseload		Delinquency
Judge	Sonoma	Suburban	North	There are no guidelines for evaluating CPOs Evaluations tend to be based on anecdote. Need protocols and guidelines for evaluation as with CEO	CPO Issues	Evaluation	Juvenile Law Subcommittee
Judge	Colusa	Rural	North	Deputy Probation Officers get paid far less than Deputy Sheriff, but more education is required	DPO Issues	Retention and training	CJAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Judge	Los Angeles	Urban	South	<ul> <li>Training in juvenile probation is weak – philosophy moving towards corrections vs. rehabilitation</li> <li>There is no training in mental health</li> <li>Also, training at field level is needed, DPOs want to be trained but its not offered</li> <li>Many changes have been due to advocacy</li> </ul>	DPO Issues	Retention and Training	Juvenile Law Subcommittee
Judge	Riverside	Urban	South	We need to educate BOS	DPO Issues	Status	CJAC
Judge	Riverside	Urban	South	We need to elevate to other public safety agency	DPO Issues	Status	CJAC
Judge	Los Angeles	Urban	South	Facilities are outdated ("anti-children") and are such that juveniles adjust to criminal treatment	Facilities	Conditions of confinement	Delinquency
Judge	Sacramento	Urban	North	Probation, low priority compared to other law enforcement entities	Funding		ВТВ
Judge	Sacramento	Urban	North	Shouldn't have to rely on grants	Funding		BTB
Judge	Colusa	Rural	North	CPO doesn't have staff	Funding		CJAC
Judge	Riverside	Urban	South	Adult not as well funded as juvenile although both are underfunded	Funding		CJAC
Judge	Solano	Suburban	North	Probation is under-funded for what it is asked to do	Funding		CJAC
Judge	Solano	Suburban	North	Need adequate funding to solve problems with probation departments	Funding		CJAC
Judge	Santa Barbara	Suburban	Central Coast	Money isn't balanced rationally, felons are banked but grant funded misd. Are supervised and receive services	Funding		CJAC
Judge	Santa Barbara	Suburban	Central Coast	Large banked felony caseloads, not enough money	Funding		CJAC
Judge	Santa Barbara	Suburban	Central Coast	Grant funding from the state and federal government tells CPO how to spend \$\$	Funding	Grants	CJAC
Judge	Santa Barbara	Suburban	Central Coast	Grants from State; drives programs/policy, then BOS, judges, grantees (State/Feds), many masters.	Funding	Grants	CJAC
Judge	Santa Barbara	Suburban	Central Coast	CPO has many masters	Relationship	Probation to Court and County	CJAC
Judge	Santa Clara	Urban	North	Standing Court Order, exchange of information among service providers & work well together (some cases go from 600 system to 300 system)	Relationships	Dual Status	ВТВ

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Judge	Sacramento	Urban	North	Approval Process SF method of appointing separate CPO for adult and juvenile services interesting, may not make sense to keep adult and juvenile together	Relationships	Organizational structure	ВТВ
Judge	Los Angeles	Urban	South	Recommends separating adult and juvenile probation services	Relationships	Organizational structure	Delinquency
Judge	Los Angeles	Urban	South	Criticizing SYSTEM, not PEOPLE	Relationships	Organizational structure	Delinquency
Judge	Plumas	Rural	North	Must separate adult and juvenile probation services	Relationships	Organizational structure	Delinquency
Judge	Riverside	Urban	South	Big concern is liability issue. Subjects Board/County to liability	Relationships	Probation to County	CJAC
Judge	Solano	Suburban	North	Educate BOS about work of Probation	Relationships	Probation to County	CJAC
Judge	Solano	Suburban	North	Probation gets less than DA and sheriff	Relationships	Probation to County	CJAC
Judge	Plumas	Rural	North	Keep independent/autonomy of county; makes it more flexible to local needs	Relationships	Probation to County	Delinquency
Judge	Sacramento	Urban	North	Multi-Disciplinary Teams – since probation part of court, they participate, hard to get Sheriff and Police involved	Relationships	Probation to Court	ВТВ
Judge	Alameda	Urban	North	Functions of probation sometimes not consistent with neutrality of court – need to consider! Can't be an "arm" of court for that reason	Relationships	Probation to Court	CJAC
Judge	Riverside	Urban	South	Probation Department-functions as eyes and ears of court:  Gets information about charge and appropriate consequences (sentence, etc.)  Ensures that defendant/youth complies with orders and notifies court if not complying  Court reports provide necessary information  Assist court in carrying out orders of court and notifying if defendant is not complying.  Probation and Social Services-regarding juveniles, probation's job is to develop juvenile delinquency prevention programs; make appropriate referrals; should work collaboratively	Relationships	Probation to Court	CJAC
Judge	Riverside	Urban	South	Legitimate concern is that Courts haven't been good at overseeing and supervising CPO	Relationships	Probation to Court	CJAC
Judge	Riverside	Urban	South	Professionalism in Court Executive area has bled over into CPO	Relationships	Probation to Court	CJAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Judge	Los Angeles	Urban	South	Courts should appoint CPO for juvenile and should direct the department	Relationships	Probation to Court	Delinquency
Judge	Los Angeles	Urban	South	Prepared to work to make changes	Relationships	Probation to Court	Delinquency
Judge	Sacramento	Urban	North	Separation of powers is an issue when considering appointing authority	Relationships	Probation to Court and County	ВТВ
Judge	Sacramento	Urban	North	Can't separate money from appointment	Relationships	Probation to Court and County	ВТВ
Judge	Santa Clara	Urban	North	CPO should be selected by court, needs to be responsible to court.	Relationships	Probation to Court and County	ВТВ
Judge	Riverside	Urban	South	BOS approached by judges to seek legislation to put CPO under CAO in that county; court adamantly opposed. Then and audit followed. Result was a Probation Oversight Committee (1994). Still in place, meets periodically, evaluates CPO	Relationships	Probation to Court and County	CJAC
Judge	Riverside	Urban	South	CPO has to answer to court to get needed services	Relationships	Probation to County	CJAC
Judge	Riverside	Urban	South	In 7 counties where BOS appoints, do they have greater funding? This would argue for having BOS appoint CPO	Relationships	Probation to Court and County	CJAC
Judge	Santa Barbara	Suburban	Central Coast	BOS doesn't treat CPO as well as BOS- appointed management, therefore CPO needs support from sheriff etc.	Relationships	Probation to Court and County	CJAC
Judge	Solano	Suburban	North	CPO should be under court and held accountable	Relationships	Probation to Court and County	CJAC
Judge	Solano	Suburban	North	If you look at specialized courts, very expensive – should be under court, not board	Relationships	Probation to Court and County	CJAC
Judge	Solano	Suburban	North	<ul> <li>Have Probation Committee with involvement of supervisors.</li> <li>Role of Probation Committee – looks at operations, timeliness, etc.</li> </ul>	Relationships	Probation to Court and County	CJAC
Judge	Plumas	Rural	North	CPO is difficult position due to governance relationship: funding from the county and direction from the court	Relationships	Probation to Court and County	Delinquency
Judge	Plumas	Rural	North	Who controls the budget should control services	Relationships	Probation to Court and County	Delinquency
Judge	Sonoma	Suburban	North	Appointment authority should be commission – equitable solution: body pays bills and courts both have say-so but Court should have veto power (right of refusal)	Relationships	Probation to Court and County	Juvenile Law Subcommittee

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Judge	Santa Clara	Urban	North	Social Services & probation work well together (history of probation in dependency)	Relationships	Probation to Other Collaborative County Departments	ВТВ
Judge	Los Angeles	Urban	South	<ul> <li>Probation needs to works with Dependency system</li> <li>Probation needs to work more closely with dependency system, outside of special projects</li> <li>Needs to work better on 241.1 issues</li> <li>Need systemic change</li> <li>Probation has slipped into the stepchild role</li> </ul>	Relationships	Probation to Other Collaborative County Departments	Juvenile Law Subcommittee
Judge	Santa Clara	Urban	North	Services are inconsistent	Services		BTB
Judge	Colusa	Rural	North	Issues don't change with size of county—rural counties face same probation-related issues as medium and large counties (see comments at CJAC)	Services		CJAC
Judge	Riverside	Urban	South	Drug Court (Adult/Juvenile) is successful. Probation has been innovative in the area of Domestic Violence	Services		CJAC
Judge	Riverside	Urban	South	Juvenile services – some good programs (e.g. Home Supervision) due to overcrowding in Juvenile Hall	Services		CJAC
Judge	Santa Barbara	Suburban	Central Coast	Probation does guardianship investigation – seems misplaced	Services		CJAC
Judge	Riverside	Urban	South	The Court has taken over collection; has assumed responsibilities because probation doesn't have staff to do it (misdemeanor & felony). Restitution can be collected with fees, fines and forfeitures	Services		CJAC
Judge	Solano	Suburban	North	Restitution – another major issue; no follow up done	Services		CJAC
Judge	Los Angeles	Urban	South	Need to improve quality of education	Services	Education	Delinquency
Judge	Los Angeles	Urban	South	Need qualitative assessment of current programs	Services	Evaluation	Delinquency
Judge	Sacramento	Urban	North	Local Mental Health facilities need locked and not locked Pre and Post	Services	Mental health	ВТВ
Judge	Shasta	Suburban	North	In mental health issue of kids in delinquency  Mental Health in juvenile hall - positive impact  Mental Health working well with probation	Services	Mental Health	ВТВ
Judge	Los Angeles	Urban	South	Need for better and more mental health services in camps	Services	Mental Health	Delinquency

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Judge	Riverside	Urban	South	DV courts, judge is doing job of P.O.; need that role fulfilled to do field services, interventions, referral to family services, etc.	Services	Specialty Courts	CJAC
Judge	Santa Barbara	Suburban	Central Coast	Specialty courts grew out of probation not supervising certain groups (drug courts). Circular system, maybe moving back	Services	Specialty courts	CJAC
Judge	Solano	Suburban	North	Prop 36 will create problems. Create new cases/ We need to consider this	Services	Substance abuse	CJAC
Judge	Los Angeles	Urban	South	Sees insufficient drug treatment and lack of coordination	Services	Substance Abuse	Delinquency
Judge	Los Angeles	Urban	South	Need to develop transition services when kids leave camps that involve parents	Services	Transition	Delinquency
Judge	Santa Clara	Urban	North	Losing rehabilitation, becoming law enforcement—tone is enforcement, may be appropriate with adult but not with juvenile	Vision for Probation		BTB
Judge	Santa Clara	Urban	North	Hiring DPOs with criminal justice background, rather than social services	Vision for Probation		ВТВ
Judge	Sonoma	Suburban	North	Even where local jurisdiction wants more rehabilitation state moving away from rehabilitation. For example in Sonoma developed plans for juvenile hall – Board of Corrections wants beds only; and took out clinic/treatment areas, etc.	Vision for Probation		Juvenile Law Subcommittee
Judge	Santa Barbara	Suburban	Central Coast	Need to look at original purpose of probation	Vision of Probation		CJAC
Judge	Solano	Suburban	North	Evaluated status of CPO (like that of DA)	Vision of Probation		CJAC
Juvenile Court Judge	Santa Cruz	Suburban	Central Coast	Overcrowding problem – Santa Cruz took care of it through Annie E. Casey study	Facilities	Disproportionate Minority Confinement	Delinquency
Juvenile Court Judge	Santa Cruz	Suburban	Central Coast	Judges have to support CPO	Relationships	Probation to Court	Delinquency
Juvenile Court Judge	Santa Cruz	Suburban	Central Coast	Judges should appoint chief; would make less political – "neutral" arm of the court	Relationships	Probation to Court and County	Delinquency
Juvenile Court Judge	Santa Cruz	Suburban	Central Coast	At-home/community programs need to be developed, with focus on proven programs	Services	Pre-placement options	Delinquency
Juvenile Court Judge	Santa Cruz	Suburban	Central Coast	Need to elevate public's perception of probation; now viewed as soft on crime ("Oh, he only got probation")	Vision for Probation		Delinquency
Juvenile Court Judge	Contra Costa	Urban	Northern	Need to work out labor issues and contracts	DPO Issues		Juvenile Law Institute
Juvenile Court Judge	Los Angeles	Urban	Southern	Unionization of probation officers is a problem because they are hard to fire.	DPO Issues	Accountability	Juvenile Law Institute

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Juvenile Court Judge – Former PJ	Santa Clara	Urban	Northern	CPO should be appointed by the courts because it's hard to have a team mentality if the probation department is controlled by two different entities (it is funded by the BOS but follows judges' orders).	CPO Issues	Appointment	Juvenile Law Institute
Juvenile Court Judge	San Joaquin	Suburban	Northern	Have had political problems with BOS due to a bad incident at the Juvenile Hall; CPO needs to be hired and fired by the courts	CPO Issues	Appointment	Juvenile Law Institute
Juvenile Court Judge	Alameda	Urban	Northern	CPO selected and supervised by PJ; recurring theme: No judicial protection in personnel issues; PJ has liability issues since he/she is not protected by the County Council	CPO Issues	Appointment	Juvenile Law Institute
Juvenile Court Judge	Los Angeles	Urban	Southern	CPO should be hired by the court, since probation's mission should be defined by the courts; currently, the BOS's goals are followed, not the goals of the courts	CPO Issues	Appointment	Juvenile Law Institute
Juvenile Court Judge	Santa Barbara	Suburban	Central Coast	When judges appoint the CPO, they are able to effect change; if it were the other way around, is convinced that probation would not be able to offer the same level of services or quality of staff.	CPO Issues	Appointment	Juvenile Law Institute
Juvenile Court Judge	Los Angeles	Urban	Southern	Favors a partnership in appointment and termination of the CPO between the BOS and the courts, because is concerned about the incestuous nature of the relationship between the courts and probation if probation is completely controlled by the courts	CPO Issues	Appointment	Juvenile Law Institute
Juvenile Court Judge	El Dorado	Rural	Northern	In El Dorado, there was a bad incident when the CPO was appointed by the CAO – the CPO resigned; the new CPO recognized the need to evaluate the system	CPO Issues	Appointment	Juvenie Law Institute
Juvenile Court Judge	Los Angeles	Urban	Southern	Funding Issue: Due to a shortage of money, is not sure that it would be a good idea to have probation departments competing for funding on a statewide level.	Funding		Juvenile Law Institute
Juvenile Court Judge	El Dorado	Rural	Northern	Probation should be funded by the courts	Funding		Juvenile Law Institute
Juvenile Court Judge	Contra Costa	Urban	Northern	Also need to consider that probation departments would be contending with the state legislature for funding	Funding		Juvenile Law Institute

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Juvenile Court Judge	Contra Costa	Urban	Northern	The Trial Court Employees Act has brought new areas of liability to the courts, but we can't let the threat of lawsuits scare us. Judges have to learn management.	Relationships		Juvenile Law Institute
Juvenile Court Judge	Los Angeles	Urban	Southern	The separation between juvenile and adult probation doesn't make sense to him – the two departments should be merged into one.	Relationships	Organizational Structure	Juvenile Law Institute
Juvenile Court Judge	Contra Costa	Urban	Northern	Model for consideration: partnership between the courts, probation, and the CDC (parole)	Relationships	Organizational Structure	Juvenile Law Institute
Juvenile Court Judge	Contra Costa	Urban	Northern	It is impossible to manage an agency whose employees are hired by one agency and controlled by another; current practice violates the first rule of management	Relationships	Probation to Court and County	Juvenile Law Institute
Juvenile Court Judge from Indiana	Indiana			Juvenile judges hire and fire the CPO, run probation facilities and services; works well for them  But recognizes that it is difficult for judges to learn management and administration; these skills are not taught in law school  This model would require a new area of responsibility from judges	Relationships	Probation to Courts	Juvenile Law Institute
Juvenile Judge	Los Angeles	Urban	Southern	Wants county level control over probation; concerned that the state is taking over control of the courts	Relationships	Probation to Courts and County	Juvenile Law Institute
Juvenile Judge	El Dorado	Rural	Northern	The courts should appoint and control the CPO; state control would be more stable and less susceptible to local political changes	Relationships	Probation to Courts and County	Juvenile Law Institute
Juvenile Court Judge	Los Angeles	Urban	Southern	Need for more services in probation; juveniles are a second thought.	Services		Juvenile Law Institute
Juvenile Court Judge	El Dorado	Rural	Northern	There are no mental/physical health services because the BOS doesn't want to fund them.	Services	Mental health	Juvenile Law Institute
Commissioner	San Mateo	Urban	North	DPOs want to make changes. We need to look beyond agency issues.	DPO Issues		Juvenile Law Subcommittee
Commissioner	San Mateo	Urban	North	Need leadership from the top to change attitudes about how we view our children	Relationships	Organizational Structure	Juvenile Law Subcommittee
Commissioner	San Mateo	Urban	North	Legislation has demonized children and the response has been to make probation part of law enforcement	Vision for Probation		Juvenile Law Subcommittee
Referee	Los Angeles	Urban	North	Need resources and training	Funding		Juvenile Law Subcommittee

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Referee	Los Angeles	Urban	North	<ul> <li>Public Defenders are not child advocates</li> <li>PDs are rotated and don't understand services and unique role</li> </ul>	Relationships	Probation to Other Collaborative County Departments	Juvenile Law Subcommittee
Referee	Los Angeles	Urban	South	<ul> <li>Need to recognize that DPO has to be both law enforcement AND social service, therefore DPO plays dual role.</li> <li>Much like an attorney in the dependency system.</li> <li>Probation needs to work on both roles</li> </ul>	Vision for Probation		Juvenile Law Subcommittee
Referee	Los Angeles	Urban	South	Goal is rehabilitation - These kids have the same needs as kids in dependency but there is also a community protection component.	Vision for Probation		Juvenile Law Subcommittee
Referee	Los Angeles	Urban	North	History of probation: 25 years ago dependency was stepchild and now it has switched Probation doesn't have advocate in the system	Vision for Probation		Juvenile Law Subcommittee
PROBATION							
Chief Probation Officer	Kern	Suburban	Central	Is sure that a nexus exists between courthouse construction and who will support CPOs	CPO Issues		CPOC
Chief Probation Officer	Napa	Suburban	North	The public is becoming more aware of probation's work with the passage of initiatives like the three-strikes law; it will reflect poorly on probation and on the courts when the public learns that thousands of unsupervised felons are in California	Caseload		CPOC
Chief Probation Officer	Mariposa	Rural	Central	Being in a small county, able to provide supervision to all clients	Caseload		CPOC
Chief Probation Officer	Mariposa	Rural	Central	It's a shame that the level of supervision in the state is so poor	Caseload		CPOC
Chief Probation Officer	Napa	Suburban	North	The appointment of the CPO should remain with the court with the approval of the BOS	CPO Issues	Appointment	CPOC
Chief Probation Officer	Santa Barbara	Suburban	Central Coast	California should look at the Arizona model in terms of a model of appointment and money flow since it provides consistency throughout the state – probation is funded by the state and the CPO is appointed by the superior courts	CPO Issues	Appointment	CPOC
Chief Probation Officer	Trinity	Rural	North	Probation is a function of the county, but CPOs should be appointed by the judiciary	CPO Issues	Appointment	CPOC
Chief Probation Officer	Kern	Suburban	Central	Supports local control of probation with judicial appointment of CPOs	CPO Issues	Appointment	CPOC
Chief Probation Officer	Santa Cruz	Urban	Northern	There are two sides to the appointment issue: appointment and termination of the CPO	CPO issues	Appointment	CPOC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Chief Probation Officer	Lake	Rural	North	Small county – has more than 480 felons on his caseload; Prop 36 will mean he will receive funding to supervise misdemeanant drug offenders but no money to supervise serious felons – this doesn't make sense to him.	Funding		CPOC
Chief Probation Officer (retired)	Shasta	Suburban	North	Sees greater distinction between the courts and county administrations in the future due to TCF No money comes from courts, even though Pos carry out their orders	Funding		CPOC
Chief Probation Officer (retired)	Shasta	Suburban	North	Sources of funding are complicated and "braided" (money comes from TANF, Title IV, Social Services, Prop 172); Funding stream complicated since probation offers such a wide array of services	Funding		CPOC
Chief Probation Officer (retired)	Shasta	Suburban	North	Not much money comes from the General Fund	Funding		CPOC
Chief Probation Officer (retired)	Shasta	Suburban	North	Leans toward TCF as base for funding	Funding		CPOC
Chief Probation Officer (retired)	Shasta	Suburban	North	Little money available for adult probation	Funding		CPOC
Chief Probation Officer (retired)	Shasta	Suburban	North	CPOs have to be creative, and spend a great deal of time chasing dollars; compete for grants with each other.	Funding		CPOC
Chief Probation Officer	Alameda	Urban	Northern	Judges' orders have a financial impact (e.g. the case in which the firing of a CPO by a PJ caused a lawsuit to be brought against the court)	Funding		CPOC
Chief Probation Officer	Mariposa	Rural	Central	Mariposa BOS is supportive, but the system needs to be improved so that CPOs don't have to beg for funding	Funding		CPOC
Chief Probation Officer	Shasta	Suburban	Northern	Most probation departments are funded 50-70% by external sources (TANF, grants, etc.)	Funding		CPOC
Chief Probation Officer	Ventura	Urban	South	Trial Court Funding was a significant change that will continue to affect probation in the future; separation of the courts from the county will create funding problems since the BOS funds probation but does not have as much control over CPOs as they'd like.	Funding		CPOC
Chief Probation Officer	Ventura	Urban	South	A statewide system in which only one funding source exists may be an improvement in terms of consistency.	Funding		CPOC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Chief Probation Officer	Tulare	Suburban	Central	Have a 210-bed facility with open beds, so sold 60 beds to the INS – created \$3.4 million in revenue; probation needs to "think outside the box"	Funding		CSAC
Chief Probation Officer	Lake	Rural	North	<ul> <li>CPOs pulled in two different directions: judges' demands for more supervision don't meet the desires of the BOS, who do not allocate enough resources</li> <li>Has had to answer to many masters for many years</li> </ul>	Relationships	Probation to Court and County	CPOC
Chief Probation Officer	Nevada	Rural	North	Works for many masters – wants to be with the courts	Relationships	Probation to Court and County	CPOC
Chief Probation Officer	Nevada	Rural	North	Has a good working relationship with judges, but lot of political hurdles exist with regard to the BOS – has seen 5 BOS members come and go in 4 years	Relationships	Probation to Court and County	CPOC
Chief Probation Officer	Nevada	Rural	North	Judges know far more about daily operation of his department than the BOS	Relationships	Probation to Court and County	CPOC
Chief Probation Officer	Alameda	Urban	North	Probation is "whipsawed" by being in the middle of the counties and the courts; many demands/mandates from judiciary, county and CAO	Relationships	Probation to Court and County	CPOC
Chief Probation Officer	Napa	Suburban	North	If the economy worsens, so will the problem of probation serving two masters	Relationships	Probation to Court and County	CPOC
Chief Probation Officer	Trinity	Rural	Northern	People have mentioned the high costs of placing probation under the courts, but we need to consider the loss of manpower and time spent chasing dollars and grants; a state system could end up saving a lot of money in the long-run.	Relationships	Probation to Court and County	CPOC
Chief Probation Officer	Fresno	Suburban	Central	Hopes the work of the PSTF will be a reality check for the courts. Thinks that the courts will realize that probation does work for the courts, and hopes that the courts will stand behind probation.	Relationships	Probation to Courts	CPOC
Chief Probation Officer	Shasta	Suburban	Northern	Predicts the status quo; thinks probation will report to both the BOS and the court but the system will become mandatory	Relationships	Probation to Courts and County	CPOC
Chief Probation Officer	Shasta	Suburban	Northern	Probation should move either entirely under the BOS or the courts	Relationships	Probation to Courts and County	CPOC
Chief Probation Officer	Shasta	Suburban	Northern	Wants a quasi state agency under the court system to be in charge of probation	Relationships	Probation to Courts and County	CPOC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Chief Probation Officer	Shasta	Suburban	Northern	Wants to shift to TCF model – court administration of probation would not be that expensive, if only the responsibility for court-related aspects of probation are shifted to the courts	Relationships	Probation to Courts and County	CPOC
Chief Probation Officer	Shasta	Suburban	Northern	Workload standards can't be created under the county model, due to individual funding streams	Relationships	Probation to Courts and County	CPOC
Chief Probation Officer	Shasta	Suburban	Northern	Hopes that the significant statutory role of each county's Juvenile Justice Commission is not ignored by the PSTF	Relationships	Probation to Other Collaborative County Departments	CPOC
Chief Probation Officer	Alameda	Urban	Northern	Spends a great deal of time defining "probation" and "parole" to legislators; what will happen if probation becomes a state agency – will it be incorporated into parole?	Relationships	Probation to Other Collaborative County Departments	CPOC
Chief Probation Officer	Ventura	Urban	South	Negative aspects of TCF model: scope of probation services would have to narrow.	Services		CPOC
Chief Probation Officer	Napa	Suburban	North	The number of services offered will decrease if the economy worsens	Services		CPOC
Chief Probation Officer	Ventura	Urban	Southern	The scope of probation services needs to be narrowed. People hold unrealistic expectations regarding probation's ability to provide a great deal of services; need to mainly focus on court issues and supervision of probationers	Services		CPOC
Chief Probation Officer	Mariposa	Rural	Central	Unfortunate that there are no services for adult felony probationers, since probation can work if there is enough funding and supervision	Services	Adult	CPOC
Chief Probation Officer	Santa Cruz	Urban	Northern	Lack of adult supervision	Services	Adult	CPOC
Chief Probation Officer	Santa Cruz	Urban	Northern	BOS funds juvenile programs rather than adult programs	Services	Adult	CPOC
Chief Probation Officer	Santa Cruz	Urban	Northern	Services that need to be addressed/improved: lack of programs for girls	Services	Girls	CPOC
Chief Probation Officer	Tulare	Suburban	Central	Have had much success privatizing electronic monitoring services  Have successfully reduced banked caseload from 5,000 to 1,000  Cost savings huge – offenders pay for monitoring service, the county supervises the service.	Services		CSAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Chief Probation Officer	Santa Barbara	Suburban	Central Coast	Institutions are significant time bombs unsafe for kids	Facilities	Conditions of confinement	Delinquency
Chief Probation Officer	Butte	Suburban	North	ERAF issues: no funding to keep people out of prison	Funding		Delinquency
Chief Probation Officer	Santa Barbara	Suburban	Central Coast	Good to see recognition of abandonment of CPO – have crashed other funding streams (e.g., TANF) – need to address lack of resources for adults (which don't exist except for drug courts, DV courts, etc.)	Funding		Delinquency
Chief Probation Officer	Santa Barbara	Suburban	Central Coast	Big fear that when price tag of probation is realized, hope all work of task force is not lost; all other services will be affected; mental health, social services, etc all are facing funding difficulties	Funding		Delinquency
Chief Probation Officer	Santa Barbara	Suburban	Central Coast	Would advocate for greater integration of adult/juvenile probation services (doesn't agree that two departments should be separated) – better equipped to address intergenerational cycles of crime if departments are integrated	Relationships	Organizational structure	Delinquency
Chief Probation Officer	Butte	Suburban	North	Some judges don't care if orders are enforced	Relationships	Probation to Court	Delinquency
Chief Probation Officer	Butte	Suburban	North	Lots of pressures on probation; judge makes orders, expect it to happen without engaging in the delivery of day-to-day operations	Relationships	Probation to Court	Delinquency
Chief Probation Officer	Butte	Suburban	North	Structural problem – failure of advocacy; judges have allowed probation departments to atrophy, haven't permitted probation to maintain funding/stature of other agencies (i.e., welfare, social services)	Relationships	Probation to Court and County	Delinquency
Chief Probation Officer	Butte	Suburban	North	CAOs have same problem with elected officials (as with CPOs) – responsibility for department, but no authority over who is elected as department head; not sure if "fixing" the appointment system will help anything	Relationships	Probation to Court and County	Delinquency
Chief Probation Officer	Butte	Suburban	North	Sees juvenile as ward of court, CPO as officer of court; following logic, probation should reside where it belongs (with court)	Relationships	Probation to Court and County	Delinquency

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Chief Probation Officer	Fresno	Suburban	Central	Please solve problem of having to serve two masters – needs independence of TCF models, supports this bud would require judges to stand behind probation	Relationships	Probation to Court and County	Delinquency
Chief Probation Officer	Fresno	Suburban	Central	Would like to see judges' support when probation goes before BOS	Relationships	Probation to Court and County	Delinquency
Chief Probation Officer	Fresno	Suburban	Central	Infrastructure/institutions has to be part of this process – wrong that probation is left with scraps (e.g., situation where probation is taking over old jail while sheriff gets new, \$50M jail)	Relationships	Probation to Court and County	Delinquency
Chief Probation Officer	Sacramento	Urban	North	As TCF is perfected, tension between court and county will increase and CPO will be thrust further into tense, stressful situation	Relationships	Probation to Court and County	Delinquency
Chief Probation Officer	Sacramento	Urban	North	Liability – independently elected officials have resulted in enormous settlements; don't let CPO settlement in Lassen County drive decision about appointment authority	Relationships	Probation to Court and County	Delinquency
Chief Probation Officer	Sacramento	Urban	North	Appointment of CPO started out as catalyst, going beyond operation of system, means revision of law; appears to be larger task than was original envisioned and may require a more long-term examination; don't let other stuff "dangle," just do CPO	Relationships	Probation to Court and County	Delinquency
Chief Probation Officer	Butte	Suburban	North	2/3 of caseload is adults; everyone is happy with adult drug courts, but all they are is old-fashioned probation	Services	Adults	Delinquency
Chief Probation Officer	Santa Barbara	Suburban	Central Coast	<ul> <li>Need to look at cost of operation, construction is expensive but may be worth it — shouldn't have to worry about financial aspects of placement decisions</li> <li>Especially concerned about group home industry</li> </ul>	Services	Placement	Delinquency
Chief Probation Officer	Butte	Suburban	North	Facing landslide of impact on probation services with Prop 36	Services	Substance Abuse	Delinquency
Chief Probation Officer	Sacramento	Urban	North	One option is name change for probation to change negative connotation: e.g., "community corrections," but there are other options	Vision for Probation		Delinquency
Chief Probation Officer	Ventura	Urban	Southern	CBOs are better suited to provide services than probation officers	Relationships	Probation to CBOs	CPOC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Chief Probation Officer	Alameda	Urban	North	Is concerned that judges may be unaccustomed to negotiating (a skill required in administration); if probation moves under the courts, she would like the Judicial Council to provide management and training to judges	Relationships	Probation to Court	CPOC
Assistant Chief Probation Officer	Lake	Rural	North	Developmentally disabled often slip through cracks (i.e., placement, responsibility) – especially difficult in smaller counties; if criminal petition is dismissed, the kid is shipped off to CPS (not appropriate placement)	Services	Developmentally Disabled	Delinquency
Assistant Chief Probation Officer	Lake	Rural	North	Mental health has major impact on probation departments due to placements in CPS	Services	Mental health	Delinquency
Assistant Chief Probation Officer	Lake	Rural	North	Practice of having to pay for CYA commitments affects how the department is run; major impact on what services are paid at the local level; county now having to keep more violent children or those who have exhausted all other resources (and who formerly, pre sliding-scale fee, would have been sent to CYA)	Services	Placement	Delinquency
Assistant Chief Probation Officer	Lake	Rural	North	If judges were responsible for the budget, would decisions be different (like CYA commitments??); may result in more thought going into decisions; now care for child is often secondary – decision based primarily on financial factors	Services	Placement	Delinquency
Deputy Chief Probation Officer	Shasta	Suburban	North	Bring probation under TCF, make probation employees part of "court executive" staff (now disparity in salaries, etc. following TCF between court and probation employees)	Relationships	Probation to Court and County	Delinquency
Deputy Chief Probation Officer	Shasta	Suburban	North	Case in Lassen County (CPO fired by PJ, settled with county for \$2.3M – issue of liability) is not valid basis for change to governance structure; need to look at that as isolated incident – concerned that this is a push for county to take over probation	Relationships	Probation to Court and County	Delinquency
Probation Manager	San Luis Obispo	Suburban	Central	Need to create a state probation department, currently there is a lack of state leadership. This hurts probation in terms of money and legislation	Relationships	Organizational structure	ВТВ

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Probation Manager	San Luis Obispo	Suburban	Central	No mechanism to make statewide change	Relationships	Organizational structure	ВТВ
Probation Manager	San Luis Obispo	Suburban	Central	There is a need for coordination between counties	Relationships	Organizational structure	BTB
Probation Manager	San Luis Obispo	Suburban	Central	Difference between juvenile and adult and within department they compete for money	Relationships	Organizational structure	BTB
Probation Manager	San Luis Obispo	Suburban	Central	Need Service Standards	Services		BTB
Probation Manager	Placer	Suburban	North	7 years probation and Social Services working together (Co-Located)—this works well	Services	Collaboration	ВТВ
Probation Manager	Santa Barbara	Suburban	Central Coast	5 DPOs have intensive DV caseloads of 70 – starting to see good results, but needs to be more collaborative between agencies and throughout the state, and more intensive.	Caseload		Family Violence Conference
Probation Manager	Santa Cruz	Suburban	North	Caseloads have increased over time	Caseload		Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coastal	Arizona has mandated caseload ratios, where they automatically get an additional officer if the ratio is exceeded; CA should look into AZ system.	Caseload		Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coastal	Who will appoint the CPO? The CAO can't be the person since a CAO's job is to keep costs down	CPO Issues	Appointment	Family Violence Conference
Probation Manager	Santa Cruz	Suburban	North	Hard to recruit and retain enough qualified probation staff	DPO Issues	Recruitment and Retention	Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coast	Their county received a training grant for DPOs in domestic violence issues through a college; DV advocates and DPOs from all over the state attended.	DPO Issues	Retention and Training	Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coast	DPOs need formal and more extensive training	DPO Issues	Retention and Training	Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coast	DPOs should be trained by victim advocates and coordinators of batterers treatment programs.	DPO Issues	Retention and Training	Family Violence Conference

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Probation Manager	Santa Barbara	Suburban	Central Coast	DPOs are not traditionally trained in DV issues	DPO Issues	Retention and Training	Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coast	DPOs have to work beyond their trained area of expertise	DPO Issues	Retention and Training	Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coastal	Not much money goes to domestic violence caseloads, until there are several DV-related homicides.	Funding		Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coastal	Receive Modernization Fund money through TANF and Medi-Cal for adult probation	Funding		Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coastal	Department collaborates a lot with DSS and Mental Health, but mainly in juvenile probation.	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference
Probation Manager	Santa Cruz	Suburban	North	Their county uses Santa Barbara's risk management assessment tool	Services	Assessment	Family Violence Conference
Probation Manager	Santa Cruz	Suburban	North	A case manager started certifying programs that worked, but has since stopped since lack of staff resources	Services	Evaluation	Family Violence Conference
Probation Manager	Santa Cruz	Suburban	North	<ul> <li>Doesn't feel qualified to evaluate programs and models</li> <li>Has a conflict of interest – can't audit and evaluate programs</li> <li>Would be beneficial to have state organization that audits programs, so individual counties don't have to do them.</li> <li>Need technical support from outside department.</li> </ul>	Services	Evaluation	Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coastal	When the economy worsens, the first question asked is usually, "which programs are mandated?"  Supervision levels are discretionary; supervision gets cut in the budget because it is not mandated.	Services	Supervision	Family Violence Conference

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Probation Manager – Juvenile Division	Nevada	Rural	North	In their county, suffer from "down the hill" problem where they train employees who then leave to move down hill to Placer, then Sacramento county for better \$\$	DPO Issues	Retention and training	Delinquency
Probation Manager – Juvenile Division	Nevada	Rural	North	Issue of safety retirement – major concern as there are disparities across county lines	DPO Issues	Safety retirement	Delinquency
Probation Manager – Juvenile Division	Nevada	Rural	North	What probation needs to improve status is TV series	DPO Issues	Status	Delinquency
Probation Manager – Juvenile Division	Nevada	Rural	North	Interstate compact – lots of kids from other states (especially Nevada); if adjudicated in California, but child lives in Nevada, they can't transfer wardship to another state, but also can't provide any supervision	Interstate compact		Delinquency
Probation Manager – Juvenile Division	Nevada	Rural	North	Desperate need for therapy, but bureaucracy (paperwork, etc) burdens service providers	Services	Mental health	Delinquency
Probation Manager – Juvenile Division	Nevada	Rural	North	Need to streamline system, not getting resources delivered	Services	Service providers	Delinquency
Deputy Probation Officer	Stanislaus	Suburban	North	Caseload sizes are too high, CPO & board need to fund	Caseload		ВТВ
Deputy Probation Officer	Humboldt	Suburban	North	Success with Diversion Caseload; This is a motivation for Deputy Probation Officer	DPO Issues	Retention and Training	ВТВ
Deputy Probation Officer	Stanislaus	Suburban	North	New DPO training regarding services	DPO Issues	Retention and training	ВТВ
Deputy Probation Officer	Stanislaus	Suburban	North	Should have training for DPO & DSS on joint issues (& mental health) (i.e. Beyond the Bench)	DPO Issues	Retention and training	ВТВ
Deputy Probation Officer	Humboldt	Suburban	North	Kids in programs funded with grants get lots of services but other kids have never met Deputy Probation Officer	Funding	Grants	ВТВ
Deputy Probation Officer	Humboldt	Suburban	North	Too dependent on grant funding, not enough money & service for regular teams.	Funding	Grants	ВТВ

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	San Diego	Urban	South	Grants - Probation, Social Services, CBO, Mental Health working togetherNeed more level playing field	Funding	Grants	BTB
Deputy Probation Officer	Stanislaus	Suburban	North	Grant funding is problematic	Funding	Grants	ВТВ
Deputy Probation Officer	San Diego	Urban	South	System for 300/ 600 cross over	Relationships	Dual Status	ВТВ
Deputy Probation Officer	Humboldt	Suburban	North	Juvenile and adult should be separate (Juvenile appointment by Juvenile PJ, adult by Court Presiding Judge)	Relationships	Organizational structure	ВТВ
Deputy Probation Officer	Stanislaus	Suburban	North	Ownership – DPOs want to be state employees (w/parole)	Relationships	Organizational structure	ВТВ
Deputy Probation Officer	Stanislaus	Suburban	North	Probation should follow state model based on DSS – state level agency with county and regional offices (Good local relationship)	Relationships	Organizational structure	ВТВ
Deputy Probation Officer	San Diego	Urban	South	Training of DPOs and CBOs is key	Relationships	Probation to CBOs	ВТВ
Deputy Probation Officer	San Diego	Urban	South	Can't have success with out CBO partnership	Relationships	Probation to CBOs	ВТВ
Deputy Probation Officer	Humboldt	Suburban	North	Probation needs to be arm of court	Relationships	Probation to Court and County	ВТВ
Deputy Probation Officer	Stanislaus	Suburban	North	CPO appointed without interview process	Relationships	Probation to Court and County	ВТВ
Deputy Probation Officer	Humboldt	Suburban	North	DPO visits the home, school, etc. not just office visits	Services		ВТВ
Deputy Probation Officer	Humboldt	Suburban	North	There are few services offered in the home	Services		ВТВ
Deputy Probation Officer	Humboldt	Suburban	North	Gang Units - Left to police not probation	Services		ВТВ
Deputy Probation Officer	Stanislaus	Suburban	North	Need to provide more supervision and supervision in the community, not the office	Services		ВТВ

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	Stanislaus	Suburban	North	Informal probation is a joke	Services		ВТВ
Deputy Probation Officer	San Diego	Urban	South	High need for risk assessment	Services	Assessment	ВТВ
Deputy Probation Officer	San Diego	Urban	South	Education – attending schools should be <b>key</b> to probation	Services	Education	ВТВ
Deputy Probation Officer	San Diego	Urban	South	It is a disservice to kids to not deal with truancy	Services	Education	ВТВ
Deputy Probation Officer	San Diego	Urban	South	Need legislation regarding 601 to make sure kids go to school	Services	Education	ВТВ
Deputy Probation Officer	Humboldt	Suburban	North	Drug Rehab Low success but typical of such programs	Services	Substance Abuse	ВТВ
Deputy Probation Officer	Stanislaus	Suburban	North	Computerized system to check on kids because probation doesn't have access	Technology		ВТВ
Deputy Probation Officer	Humboldt	Suburban	North	Juvenile probation, not aligned with law enforcement in same way as happens with adult	Vision for Probation		ВТВ
Deputy Probation Officer	Humboldt	Suburban	North	Multidisciplinary teams, place in juvenile, maybe not with adult	Vision for Probation		ВТВ
Deputy Probation Officer	Stanislaus	Suburban	North	Law enforcement is an issue, but DPO need to enforce orders	Vision for Probation		ВТВ
Deputy Probation Officer	Merced	Suburban	Central	Feels lucky – has intensive DV caseload of only 40; most DPOs have caseloads of 200 or more	Caseload		Family Violence Conference
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Department moved from courts to BOS appointment of the CPO  This caused a problem in that probation was pulled away from the courts.	CPO Issues	Appointment	Family Violence Conference
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Need to decide who appoints CPO.	CPO Issues	Appointment	Family Violence Conference

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	Placer	Suburban	North	Charter counties make it difficult to decide who should appoint the CPO	CPO Issues	Appointment	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	In order to maintain the ability to have a visionary CPO, the courts need to appoint the CPO; the BOS just want to increase the real estate value of the county.	CPO Issues	Appointment	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	DPOs report to many bosses – CPPA, the county, the courts	DPO Issues		Family Violence Conference
Deputy Probation Officer	Placer	Suburban	North	DPOs feel like they have two bosses.	DPO Issues		Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	Manual of best training practices was developed at grant-funded training session; was the first time such a manual had been created.	DPO Issues	Retention and Training	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	High turnover is caused by the high stress level of a Domestic Violence DPO.	DPO Issues	Retention and Training	Family Violence Conference
Deputy Probation Officer	Merced	Suburban	Central	Just took over DV caseload – is trained by supervisor	DPO Issues	Retention and Training	Family Violence Conference
Deputy Probation Officer	Merced	Suburban	Central	A federal prison just opened in her county; losing DPOs because of better salaries and benefits	DPO Issues	Retention and Training	Family Violence Conference
Deputy Probation Officer	Inyo	Rural	Central	He is the fourth DPO in two years to takeover a DV caseload	DPO Issues	Retention and Training	Family Violence Conference
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Probation gets grants but they can't use them because they can't fill probation positions.	DPO Issues	Retention and Training	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	More funding is necessary to pay DPOs more	Funding		Family Violence Conference
Deputy Probation Officer	Merced	Suburban	Central	Department has good relationships with the courts because DPOs are in the courts (court officers), and the judges take the DPO's opinions into account.	Relationships	Probation to Court	Family Violence Conference

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	Merced	Suburban	Central	The District Attorney, victim/witness advocates, and DPOs are beginning to evaluate programs together; the group meets weekly to collaborate.  • This system should be statewide	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	Probation department has vertical and horizontal collaboration – DPOs work with other officers at other levels of supervision and experience, and they collaborate with Mental Health to get wraparound services.	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	Probation department starting to work with other social service agencies.	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	Probation's success depends largely on which service providers it partners with	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	Collaboration between agencies is needed	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference
Deputy Probation Officer	Placer	Suburban	North	County has children's system of care – made up of interdisciplinary teams between DSS and probation	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference
Deputy Probation Officer	Merced	Suburban	Central	Probation works well with CPS and employment development programs	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference
Deputy Probation Officer	Placer	Suburban	North	CPO meets weekly with the PJ; they find money to get DPOs (they have 5 DPOs from mental health money)  Collaboration is essential	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	Placer	Suburban	North	Probation has developed a system of care for adults and juveniles in collaboration with DSS	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	DPOs are allowed to be present in treatment programs to answer client questions, etc.	Services		Family Violence Conference
Deputy Probation Officer	San Luis Obispo	Suburban	Central	DPOs not allowed to be present in treatment programs in their county.	Services		Family Violence Conference
Deputy Probation Officer	San Luis Obispo	Suburban	Central	A DPO's relationship with probationers is what matters most in terms of a probationer's progress.	Services		Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	Probation has the most information related to domestic violence treatment programs.	Services	Domestic Violence	Family Violence Conference
Deputy Probation Officer	Merced	Suburban	Central	No tolerance DV caseload is very intense; DPO is on call 24 hours/day, victims call in to report on status of offender; the program is effective, though.	Services	Domestic Violence	Family Violence Conference
Deputy Probation Officer	Merced	Suburban	Central	Spouses and children of probationers come to DPOs with problems; DPO meets with victims at least once a month, probationers twice a month.	Services	Domestic Violence	Family Violence Conference
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Probation officers need to go to programs unannounced to evaluate them in order to get results/maintain standards	Services	Evaluation	Family Violence Conference
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Their department uses Santa Clara's program evaluation standards	Services	Evaluation	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	Probation department has a manual, but no standards that lay out what the programs are supposed to accomplish	Services	Evaluation	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	Inadequate DPO training	Services	Evaluation	Family Violence Conference
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Every DV offender in the county has a DPO	Services	Supervision	Family Violence Conference
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Because of staff shortages, only the most high risk cases can be supervised – others have to be banked.	Services	Supervision	Family Violence Conference

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	Sacramento	Urban	North	The CPO doesn't have enough autonomy to push for funding for the selection process of DPOs and recruitment	CPO Issues		SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	All CPOs are different, as well as their mandates	CPO Issues		SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	Politics causes many problems and anxiety; CPOs have lost sight of probation's goals and role	CPO Issues		SCOPO
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Standardization of CPO very important; CPO doesn't know who he answers to right now because it is always changing	CPO Issues		SCOPO
Deputy Probation Officer	Sacramento	Urban	North	Need for a new selection process that gives the CPO more autonomy	CPO Issues	Appointment	SCOPO
Deputy Probation Officer	San Bernadino	Urban	South	Appointment of CPO is a problem in their county; the CPO takes orders from the courts but is funded by the BOS	CPO Issues	Appointment	SCOPO
Deputy Probation Officer	Kern	Suburban	Central	CPO is appointed by the court – county has a good relationship with the court and the BOS is supportive in salary and benefits	CPO Issues	Appointment	SCOPO
Deputy Probation Officer	Orange	Urban	South	Need employee input in selection of CPO	CPO Issues	Appointment	SCOPO
Deputy Probation Officer	Orange	Urban	South	CPO was appointed to Assistant CEO, so the BOS has been appointing temporary chiefs to serve 2 year terms; need to appoint a permanent CPO	CPO Issues	Appointment	SCOPO
Deputy Probation Officer	Merced	Suburban	Central	DPOs should have a role in the selection of the CPO	CPO Issues	Appointment	SCOPO
Deputy Probation Officer	Sacramento	Urban	North	Caseload overload dreadful – just putting out fires; caseloads of 600-700/officer	Caseload		SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	Need more DPOs	Caseload		SCOPO
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Juvenile gangsters more dangerous today	Caseload		SCOPO

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	Fresno	Suburban	Central	All county probation departments have different budgets and focus	Funding		SCOPO
Deputy Probation Officer	San Mateo	Urban	North	Probation receives 26% of its budget from general funds – the rest is federal money	Funding		SCOPO
Deputy Probation Officer	San Bernadino	Urban	South	Problem: programs are designed to attract money, result is that money is diverted from other areas of the department, or other programs will be abandoned because resources are needed for the program that got funded	Funding		SCOPO
Deputy Probation Officer	San Bernadino	Urban	South	Received a grant for a new facility, so the BOS reduced their general funds \$ - those funds are necessary	Funding		SCOPO
Deputy Probation Officer	Kern	Suburban	Central	Department has captured many grants, so the BOS takes away their core funds; need for a stable funding base	Funding		SCOPO
Deputy Probation Officer	Kern	Suburban	Central	Over the last 20 years, general funds funding has decreased from 80% to 20%	Funding		SCOPO
Deputy Probation Officer	Kern	Suburban	Central	If move to a state model, need a plan for when officials change offices – what happens to funding?	Funding		SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	The current system does not work well because no stable system exists – fluctuates based on funding	Funding		SCOPO
Deputy Probation Officer	Merced	Suburban	Central	The public assumes that probation gets enough funding to do their jobs, and that when a judge makes an order, it is carried out by probation; this often doesn't happen.	Funding		SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	Lack of consistency in how departments are funded and directed	Funding		SCOPO
Deputy Probation Officer	San Bernadino	Urban	South	Probation has to chase grants; we need a stable funding source	Funding	Grants	SCOPO
Deputy Probation Officer	Kern	Suburban	Central	Have received grant money for more beds in facility, but can only fill them with people with certain characteristics – can no longer have precourt detention	Funding	Grants	SCOPO
Deputy Probation Officer	Orange	Urban	South	Preponderance of funding goes to juveniles because probation chases grants	Funding	Grants	SCOPO

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	Fresno	Suburban	Central	Grants are too restrictive and cause conflict within the department; give money for certain programs that the entire department should have	Funding	Grants	SCOPO
Deputy Probation Officer	San Bernadino	Urban	South	If a move is made to a TCF model, don't take away local oversight, don't abandon programs, and don't force them to hire certain types of employees	Relationships	Organizational Structure	SCOPO
Deputy Probation Officer	Orange	Urban	South	Need for a central agency to iron out differences between counties (i.e. if 18 year olds can be placed in juvenile hall, etc.)	Relationships	Organizational Structure	SCOPO
Deputy Probation Officer	Orange	Urban	South	Should look at Connecticut – Have a unified police department	Relationships	Organizational Structure	SCOPO
Deputy Probation Officer	Orange	Urban	South	We have a state parole department; we should look at that model since salaries and benefits are uniform throughout the state	Relationships	Organizational Structure	SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	TCF hasn't had much of an effect on probation yet; perhaps more stable due to court unification	Relationships	Probation to Courts and County	SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	Moving to court-ordered collaboration with law enforcement	Relationships	Probation to Other Collaborative County Agencies	SCOPO
Deputy Probation Officer	Placer	Suburban	North	Probation's main job is to supervise felony probationers; 94% of clients are felons  Can't get too wrapped up in special projects	Services		SCOPO
Deputy Probation Officer	San Mateo	Urban	North	In addition to felony probationers, probation also needs to supervise and rehabilitate misdemeanants so they don't get further into the system.	Services		SCOPO
Deputy Probation Officer	Orange	Urban	South	Need to look at what doesn't work – example of how Prop 36 came about	Services		SCOPO
Deputy Probation Officer	Merced	Suburban	Central	DPOs too busy putting out fires	Services		SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	A study was conducted and asked if in anything has really changed in probation over the last 30 years. Conclusion was that focus hasn't really changed.  Innovative programs are really just repeats from the 1970s (e.g. probation officers on campus)	Services		SCOPO

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	Alameda	Urban	North	Need more resources for adults, have too many banked caseloads	Services	Adult	SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	"Defining Success" doesn't work: definition based on many things, recidivism, etc.; battle over what makes a successful program  "Models" of success don't work – often, they declare a 100% success rate because they don't fail anyone	Services	Evaluation	SCOPO
Deputy Probation Officer	San Mateo	Urban	North	Fallacy exists that you prevent adult crime by stopping juvenile crime, since most adult criminals start committing crimes at age 25	Services	Prevention	SCOPO
Deputy Probation Officer	Sacramento	Urban	North	Need to standardize services statewide, then allow for local discretion for some programs	Services	Standards	SCOPO
Deputy Probation Officer	Merced	Suburban	Central	No standard of supervision	Services	Standards	SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	Original definition of probation was to help people; now, it is a dumping ground for people who don't go to jail	Vision for Probation		SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	Can't treat all probationers the same because some are very dangerous – must define who clients are and the role of probation.	Vision for Probation		SCOPO
Deputy Probation Officer	San Mateo	Urban	North	Originally, probation was able to intervene so people don't commit more crimes; now, POs are cops or social workers – they can't intervene so people don't commit more crimes.	Vision for Probation		SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	Need to define probation's role	Vision for Probation		SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	Probation's role has changed county by county, CPO by CPO, legislative term by legislative term	Vision for Probation		SCOPO
Deputy Probation Officer SERVICE	Merced	Suburban	Central	The public doesn't understand probation's role because it differs so much between counties	Vision for Probation		SCOPO
PROVIDERS  Director of Children's System of Care	Placer	Suburban	North	Need to look to Legislature to increase funding options for probation	Funding		Delinquency

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Director of Children's System of Care	Placer	Suburban	North	Bring probation into trial court funding model	Relationships	Probation to Court and County	Delinquency
Director of Children's System of Care	Placer	Suburban	North	Recognition that there is little in the way of resources for juvenile mental health/treatment services	Services	Mental health	Delinquency
Domestic Violence Researcher	San Francisco	Urban	North	Caseloads are too heavy	Caseload		Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Does not want the BOS to appoint CPO.	CPO Issues	Appointment	Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Lack of training for DPOs because of such high turnover	DPO Issues	Retention and Training	Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	There are not enough resources to adequately train DPOs	DPO Issues	Retention and Training	Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Counties conduct individual DPO training – need for more coordinated effort	DPO Issues	Retention and Training	Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Probation departments need money to hire expert training consultants	DPO Issues	Retention and Training	Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Resource and training issues	DPO Issues	Retention and Training	Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Probation is losing DPOs	DPO Issues	Retention and Training	Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Probation is an arm of the court – it should be funded by the state.	Relationships	Probation to Court	Family Violence Conference

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Domestic Violence Researcher	San Francisco	Urban	North	Probation has been given a big job from PC 1203.097	Services		Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	San Francisco has a specialized court for juvenile DV cases.	Services		Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Meetings between counties are needed to establish standards	Services	Standards	Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Need community role in criminal justice system	Vision for Probation		Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Probation's scope needs to expand to serve victims and offenders with wraparound services	Vision for Probation		Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Probation needs to have an interdisciplinary approach	Vision for Probation		Family Violence Conference
Mental Health	Fresno	Suburban	Central	Need to blend funding streams	Funding		BTB
Mental Health	Fresno	Suburban	Central	Important to have partnerships (Social Services, Mental Health, Education, Probation)	Relationships	Probation to Other Collaborative County Departments	ВТВ
Mental Health	Fresno	Suburban	Central	Assess Community resources (don't have enough court resources so you need to work with community)	Services	Collaboration	ВТВ
Mental Health	Fresno	Suburban	Central	Contract for services regarding truancy, mentoring, working with schools.	Services	Education	ВТВ
Mental Health	Fresno	Suburban	Central	Merger of Mental Health and Social Services has had positive impact	Services	Mental Health	ВТВ
Mental Health	Fresno	Suburban	Central	Mental Health staff in juvenile hall and boot camps	Services	Mental Health	ВТВ

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Social Worker	Los Angeles	Urban	South	Probation needs to get feedback from ancillary services (PD Officer, DA, DSS, Mental Health, Education)	Relationships	Probation to Other Collaborative County Departments	ВТВ
Social Worker	Los Angeles	Urban	South	Little coordination of services; need to consider all services	Relationships	Probation to Other Collaborative County Departments	ВТВ
Social Worker/Service Provider	Los Angeles	Urban	South	Invite Providers in; Wrap around services; need to provide preventative Services	Relationships	Probation to Other Collaborative County Departments	ВТВ
Social Worker/Service Provider	Los Angeles	Urban	South	Need to keep kids with family whenever possible	Services		ВТВ
STATE AGENCIES							
State California CASA Director				Guidelines for hiring, accountable for performancemay be able to shift leadership when appointing a new CPO	CPO Issues	Appointment	Juvenile Law Subcommittee
State CYA				Strategies for program funding: Need to have state department or agencies, i.e. delinquency services from State Mental Health etc.	Funding		ВТВ
State CYA				Legislative support at state level is needed to advocate for probation	Relationships	Organizational structure	ВТВ
State CYA				AB 575 – probation needs to proved services but no money	Services	Structure	ВТВ
State CYA				Need data on treatment needs	Technology		ВТВ
State Department of Social Services				DPOs resent to being made to do social work AB 575 is an eye-opener for social services Title IV-E requires DPO to think like a social worker (Probation has to think like social services to get Title IV-E)	DPO Issues		Juvenile Law Subcommittee
State Department of Social Services	Placer	Suburban	North	Integrating services is resisted because some DPOs are OK with doing nothing	DPO Issues	Accountability	
State Department of Social Services	Placer	Suburban	North	The biggest problem is the pay disparity. Social workers make more than DPOs	DPO Issues	Status	

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
State Department of Social Services	Sacramento	Urban	Central	241 proceeding once child is done with 602 no way to go back to 300 or home. Therefore kept in placement	Relationships	Dual Status	
State Department of Social Services	San Joaquin	Suburban	Central	241.1	Relationships	Dual Status	
State Department of Social Services	Inyo	Central	Rural	Fragmentation isn't working. Need state leadership as to what works with these kids	Relationships	Organizational structure	
State Department of Social Services	Placer	Suburban	North	Statutorily Services are available to 300 and 600 kids but services aren't provided in 600, this is bad policy	Relationships	Probation to Other Collaborative County Departments	
State Department of Social Services	Placer	Suburban	North	Probation needs to work with Social Services etc.	Relationships	Probation to Other Collaborative County Departments	
State Department of Social Services	Placer	Suburban	North	Shared placements	Relationships	Probation to Other Collaborative County Departments	
State Department of Social Services	Placer	Suburban	North	Work together and be collaborative (Probation and Social Services)	Relationships	Probation to Other Collaborative County Departments	
State Department of Social Services	Sacramento	Urban	Central	CPS/Probation have good relationshipMulti-disciplinary teams	Relationships	Probation to Other Collaborative County Departments	
State Department of Social Services	San Joaquin	Suburban	Central	Doesn't work together	Relationships	Probation to Other Collaborative County Departments	
State Department of Social Services	San Joaquin	Suburban	Central	Local community agencies needs to talk to one another (works better when everyone works together)	Relationships	Probation to Other Collaborative County Departments	

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
State Department of Social Services	Placer	Suburban	North	<ul> <li>Integration of probation and social service is the key to the system.</li> <li>Probation needs to align itself with social services to get services</li> <li>Would permit access to services from any angle</li> </ul>	Relationships	Probation to Other Collaborative County Departments	
State Department of Social Services	Placer	Suburban	North	Primary prevention and intervention is crucial Many don't get services until it's too late	Services		
State Department of Social Services	Sacramento	Urban	Central	Wraparound Services pilot (5 year with control) is working well	Services		
State Department of Social Services LOBBYISTS	Sacramento	Urban	Central	Difficulty with placements: Some placements prefer 602's because of juvenile hall threat	Services	Placement	
SCOPO Lobbyist				SCOPO carried a bill a few years ago that required minimum standards for CPOs; was defeated by CPOs because many wouldn't meet the requirements  Need minimum education standards for CPOs	CPO Issues		SCOPO
SCOPO Lobbyist ANONYMOUS				It is unfortunate that minorities with BA degrees cannot be found to be DPOs – salary issue	DPO Issues	Retention and Training	SCOPO
ANONTMOUS				Look at "patch" available through AFDC/Foster care that can pay for probation placement	Funding		CPDA
				Need to address issue of children with dual status (241.1 dual status) explore staying 300 or 602	Relationships	Dual Status	BTB
				CPO should be elected (Power like District Attorney, Sheriff)	Relationships	Probation to Court and County	ВТВ
				Budget should be with Presiding Judge not the Board	Relationships	Probation to Court and County	ВТВ
				Services needed related to gangs	Services		BTB
				Lack of psychiatrists, 10% of children in juvenile hall are on meds, resulting in recidivism	Services	Mental health	ВТВ

# Probation Services Task Force Stakeholder Input

Sorted by:

Theme/Topic

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	Stanislaus	Suburban	North	Caseload sizes are too high, CPO & board need to fund	Caseload		ВТВ
Judge	Sacramento	Urban	North	Board of Corrections has ratio regarding facilities, this has led to Deputy Probation Officers being pulled from field services (caused by staffing problems) leading to no supervision	Caseload		ВТВ
Judge	Santa Clara	Urban	North	Caseloads are too high. Specialized caseloads i.e. DV take resources and other cases are banked. (What is effect on victims?)	Caseload		ВТВ
District Attorney				Has the task force considered the impact of Proposition 36 on the caseloads of DPOs?	Caseload		California District Attorneys Association
Judge	Riverside	Urban	South	<ul> <li>8-9,000 banked caseload; 1:900 ratio – those are scary numbers!</li> <li>Many banked probationers are felons who need to be supervised</li> </ul>	Caseload		CJAC
Judge	Riverside	Urban	South	Lack of supervision will expose counties to liability due to banked caseloads	Caseload		CJAC
Public Defender	Marin	Suburban	North	Caseloads: clearly an issue	Caseload		CPDA
Chief Probation Officer	Napa	Suburban	North	The public is becoming more aware of probation's work with the passage of initiatives like the three-strikes law; it will reflect poorly on probation and on the courts when the public learns that thousands of unsupervised felons are in California	Caseload		CPOC
Chief Probation Officer	Mariposa	Rural	Central	Being in a small county, able to provide supervision to all clients	Caseload		CPOC
Chief Probation Officer	Mariposa	Rural	Central	It's a shame that the level of supervision in the state is so poor	Caseload		CPOC
Supervisor	Ventura	Urban	Southern	Caseloads are a big problem	Caseload		CSAC
Chief Probation Officer	Butte	Suburban	North	Huge liability exists in banked caseload	Caseload		Delinquency
Judge	Santa Cruz	Suburban	Central Coast	Probation services work – but can't expect it unless there are manageable caseloads	Caseload		Delinquency
Domestic Violence Researcher	San Francisco	Urban	North	Caseloads are too heavy	Caseload		Family Violence Conference

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	Merced	Suburban	Central	Feels lucky – has intensive DV caseload of only 40; most DPOs have caseloads of 200 or more	Caseload		Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coast	5 DPOs have intensive DV caseloads of 70 – starting to see good results, but needs to be more collaborative between agencies and throughout the state, and more intensive.	Caseload		Family Violence Conference
Probation Manager	Santa Cruz	Suburban	North	Caseloads have increased over time	Caseload		Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coastal	Arizona has mandated caseload ratios, where they automatically get an additional officer if the ratio is exceeded; CA should look into AZ system.	Caseload		Family Violence Conference
Deputy Probation Officer	Sacramento	Urban	North	Caseload overload dreadful – just putting out fires; caseloads of 600-700/officer	Caseload		SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	Need more DPOs	Caseload		SCOPO
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Juvenile gangsters more dangerous today	Caseload		SCOPO
District Attorney	Sonoma	Suburban	North	Would recommend having two different CPOs for adult and juvenile, since their needs are so different.	CPO Issues		California District Attorneys Association
Court Executive	Contra Costa	Urban	North	<ul> <li>Gaps in supervision of CPO (due to cycles of Juvenile Presiding Judge) lead to lack of continuity</li> <li>Accountability will increase if there is greater continuity in leadership</li> <li>Better for court to supervise but need continuity and leadership</li> </ul>	CPO Issues		CJAC
Chief Probation Officer	Kern	Suburban	Central	Is sure that a nexus exists between courthouse construction and who will support CPOs	CPO Issues		CPOC
Deputy Probation Officer	Sacramento	Urban	North	The CPO doesn't have enough autonomy to push for funding for the selection process of DPOs and recruitment	CPO Issues		SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	All CPOs are different, as well as their mandates	CPO Issues		SCOPO

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	Fresno	Suburban	Central	Politics causes many problems and anxiety; CPOs have lost sight of probation's goals and role	CPO Issues		SCOPO
SCOPO Lobbyist				SCOPO carried a bill a few years ago that required minimum standards for CPOs; was defeated by CPOs because many wouldn't meet the requirements  Need minimum education standards for CPOs	CPO Issues		SCOPO
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Standardization of CPO very important; CPO doesn't know who he answers to right now because it is always changing	CPO Issues		SCOPO
Deputy Probation Officer	Stanislaus	Suburban	North	CPO appointed without interview process	CPO Issues	Appointment	ВТВ
District Attorney	Sonoma	Suburban	North	When new CPO was chosen a one and a half years ago, appreciated the opportunity of being on the interview panel.	CPO Issues	Appointment	California District Attorneys Association
District Attorney	Sonoma	Suburban	North	Would hesitate to have the BOS appoint the CPO	CPO Issues	Appointment	California District Attorneys Association
District Attorney	Sonoma	Suburban	North	Ideal system: would have shared responsibility in appointment of the CPO between the courts and the BOS, since probation's scope goes beyond services solely related to the courts.	CPO Issues	Appointment	California District Attorneys Association
Chief Probation Officer	Napa	Suburban	North	The appointment of the CPO should remain with the court with the approval of the BOS	CPO Issues	Appointment	CPOC
Chief Probation Officer	Santa Barbara	Suburban	Central Coast	California should look at the Arizona model in terms of a model of appointment and money flow since it provides consistency throughout the state – probation is funded by the state and the CPO is appointed by the superior courts	CPO Issues	Appointment	CPOC
Chief Probation Officer	Trinity	Rural	North	Probation is a function of the county, but CPOs should be appointed by the judiciary	CPO Issues	Appointment	CPOC
Chief Probation Officer	Kern	Suburban	Central	Supports local control of probation with judicial appointment of CPOs	CPO Issues	Appointment	CPOC
Chief Probation Officer	Santa Cruz	Urban	Northern	There are two sides to the appointment issue: appointment and termination of the CPO	CPO issues	Appointment	CPOC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Supervisor	Tulare	Suburban	Central	Appointment model: Have looked at commission/joint appointment model, in which the BOS, the CAO, and the PJ and Juvenile PJ would jointly appoint and terminate the CPO, but so far it has been opposed.	CPO Issues	Appointment	CSAC
Juvenile Court Judge	Santa Cruz	Suburban	Central Coast	Judges should appoint chief; would make less political – "neutral" arm of the court	CPO Issues	Appointment	Delinquency
Probation Manager	Santa Barbara	Suburban	Central Coastal	Who will appoint the CPO? The CAO can't be the person since a CAO's job is to keep costs down	CPO Issues	Appointment	Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Does not want the BOS to appoint CPO.	CPO Issues	Appointment	Family Violence Conference
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Department moved from courts to BOS appointment of the CPO  This caused a problem in that probation was pulled away from the courts.	CPO Issues	Appointment	Family Violence Conference
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Need to decide who appoints CPO.	CPO Issues	Appointment	Family Violence Conference
Deputy Probation Officer	Placer	Suburban	North	Charter counties make it difficult to decide who should appoint the CPO	CPO Issues	Appointment	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	In order to maintain the ability to have a visionary CPO, the courts need to appoint the CPO; the BOS just want to increase the real estate value of the county.	CPO Issues	Appointment	Family Violence Conference
Juvenile Court Judge	El Dorado	Rural	Northern	In El Dorado, there was a bad incident when the CPO was appointed by the CAO – the CPO resigned; the new CPO recognized the need to evaluate the system	CPO Issues	Appointment	Juvenie Law Institute
Former PJ	Santa Clara	Urban	Northern	CPO should be appointed by the courts because it's hard to have a team mentality if the probation department is controlled by two different entities (it is funded by the BOS but follows judges' orders).	CPO Issues	Appointment	Juvenile Law Institute
Juvenile Court Judge	San Joaquin	Suburban	Northern	Have had political problems with BOS due to a bad incident at the Juvenile Hall; CPO needs to be hired and fired by the courts	CPO Issues	Appointment	Juvenile Law Institute
Juvenile Court Judge	Alameda	Urban	Northern	CPO selected and supervised by PJ; recurring theme: No judicial protection in personnel issues; PJ has liability issues since he/she is not protected by the County Council	CPO Issues	Appointment	Juvenile Law Institute

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Juvenile Court Judge	Los Angeles	Urban	Southern	CPO should be hired by the court, since probation's mission should be defined by the courts; currently, the BOS's goals are followed, not the goals of the courts	CPO Issues	Appointment	Juvenile Law Institute
Juvenile Court Judge	Santa Barbara	Suburban	Central Coast	When judges appoint the CPO, they are able to effect change; if it were the other way around, is convinced that probation would not be able to offer the same level of services or quality of staff.	CPO Issues	Appointment	Juvenile Law Institute
Juvenile Court Judge	Los Angeles	Urban	Southern	Favors a partnership in appointment and termination of the CPO between the BOS and the courts, because is concerned about the incestuous nature of the relationship between the courts and probation if probation is completely controlled by the courts	CPO Issues	Appointment	Juvenile Law Institute
State California CASA Director				Guidelines for hiring, accountable for performancemay be able to shift leadership when appointing a new CPO	CPO Issues	Appointment	Juvenile Law Subcommittee
Deputy Probation Officer	Sacramento	Urban	North	Need for a new selection process that gives the CPO more autonomy	CPO Issues	Appointment	SCOPO
Deputy Probation Officer	San Bernadino	Urban	South	Appointment of CPO is a problem in their county; the CPO takes orders from the courts but is funded by the BOS	CPO Issues	Appointment	SCOPO
Deputy Probation Officer	Kern	Suburban	Central	CPO is appointed by the court – county has a good relationship with the court and the BOS is supportive in salary and benefits	CPO Issues	Appointment	SCOPO
Deputy Probation Officer	Orange	Urban	South	Need employee input in selection of CPO	CPO Issues	Appointment	SCOPO
Deputy Probation Officer	Orange	Urban	South	CPO was appointed to Assistant CEO, so the BOS has been appointing temporary chiefs to serve 2 year terms; need to appoint a permanent CPO	CPO Issues	Appointment	SCOPO
Deputy Probation Officer	Merced	Suburban	Central	DPOs should have a role in the selection of the CPO	CPO Issues	Appointment	SCOPO
Judge	Sonoma	Suburban	North	There are no guidelines for evaluating CPOs Evaluations tend to be based on anecdote. Need protocols and guidelines for evaluation as with CEO	CPO Issues	Evaluation	Juvenile Law Subcommittee
Deputy Probation Officer	Santa Cruz	Suburban	North	DPOs report to many bosses – CPPA, the county, the courts	DPO Issues		Family Violence Conference

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	Placer	Suburban	North	DPOs feel like they have two bosses.	DPO Issues		Family Violence Conference
Juvenile Court Judge	Contra Costa	Urban	Northern	Need to work out labor issues and contracts	DPO Issues		Juvenile Law Institute
Commissioner	San Mateo	Urban	North	DPOs want to make changes. We need to look beyond agency issues.	DPO Issues		Juvenile Law Subcommittee
State Department of Social Services				DPOs resent to being made to do social work AB 575 is an eye-opener for social services Title IV-E requires DPO to think like a social worker (Probation has to think like social services to get Title IV-E)	DPO Issues		Juvenile Law Subcommittee
Deputy Public Defender	Contra Costa	Urban	North	Concerned that there's no forum for seeking change to Deputy Probation Officer (e.g., parallel mechanism to Marsden motion if there is dissatisfaction with legal counsel); no place to address complaints	DPO Issues	Accountability	CPDA
Deputy Public Defender	Placer	Suburban	North	Also sees need for vehicle to change DPO when they have declared themselves against all other parties (gives example of family that was very involved and concerned; DPO didn't want to send the kid home, even though the group home counselor and others concluded that the kid would be best placed at home; DPO didn't like parental involvement)	DPO Issues	Accountability	CPDA
Private Defense Counsel	Alameda	Urban	North	No mechanism exists for handling disagreements with DPO look at possibility of peer evaluation	DPO Issues	Accountability	CPDA
Private Defense Counsel	San Luis Obispo	Suburban	Central	DPOs tend to accept police report as fact; rarely contact juvenile or defense counsel; often juveniles don't know how to articulate mitigating defense DPOs need to work more collaboratively with defense	DPO Issues	Accountability	CPDA
Public Defender	Humboldt	Suburban	North	Sees lack of accountability in probation system; court protects DPOs and let them "get away with all manner of incompetence"	DPO Issues	Accountability	CPDA
Juvenile Court Judge	Los Angeles	Urban	Southern	Unionization of probation officers is a problem because they are hard to fire.	DPO Issues	Accountability	Juvenile Law Institute
Department of Social Services	Placer	Suburban	North	Integrating services is resisted because some DPOs are OK with doing nothing	DPO Issues	Accountability	Juvenile Law Subcommittee

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
District Attorney				In Los Angeles, arming of DPOs is a big issue, due to the fact that they conduct aggressive probation searches. Law enforcement is reluctant to help probation if DPOs are not armed and trained to defend themselves if something goes wrong.	DPO Issues	Arming	California District Attorneys Association
Court Executive	Solano	Suburban	North	There is a disparate view within probation community about arming	DPO Issues	Arming	CJAC
Court Executive	Solano	Suburban	North	Surprised that task force is considering arming issue; why within task force purview?	DPO Issues	Arming	CJAC
Deputy Probation Officer	Fresno	Suburban	Central	75% of most departments are armed; DPO safety is a big issue	DPO Issues	Arming	SCOPO
Deputy Probation Officer	Sacramento	Urban	North	DPOs not social workers anymore; often in dangerous situations, have 85% felony caseloads – need to be armed.	DPO Issues	Arming	SCOPO
Deputy Probation Officer	Sacramento	Urban	North	Role has changed: officers are armed and work with the police on the street	DPO Issues	Arming	SCOPO
Deputy Probation Officer	Alameda	Urban	North	No line staff are armed in county – very dangerous	DPO Issues	Arming	SCOPO
Probation Manager	Santa Cruz	Suburban	North	Hard to recruit and retain enough qualified probation staff	DPO Issues	Recruitment and Retention	Family Violence Conference
Supervisor	Ventura	Urban	Southern	Issue of how to staff facilities with qualified people	DPO Issues	Retention & Training	
Supervisor	Ventura	Urban	Southern	Difficult to recruit and retain probation officers	DPO Issues	Retention & Training	CSAC
Supervisor	Madera	Rural	Central	Need information on how to staff facilities	DPO Issues	Retention & Training	CSAC
Supervisor	Solano	Suburban	Northern	Need to train probation officers	DPO Issues	Retention & Training	CSAC
Deputy Probation Officer	Humboldt	Suburban	North	Success with Diversion Caseload; This is a motivation for Deputy Probation Officer	DPO Issues	Retention and Training	ВТВ
Deputy Probation Officer	Stanislaus	Suburban	North	New DPO training regarding services	DPO Issues	Retention and training	ВТВ
Deputy Probation Officer	Stanislaus	Suburban	North	Should have training for DPO & DSS on joint issues (& mental health) (i.e. Beyond the Bench)	DPO Issues	Retention and training	ВТВ

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Court Executive	Butte	Suburban	North	Turnover is on the rise in probation. Turnover in probation is higher than in sheriff and other law enforcement. Probation is training ground for law enforcement	DPO Issues	Retention and training	CJAC
Court Executive	San Joaquin	Suburban	North	Probation is having trouble recruiting, especially group home counselors	DPO Issues	Retention and training	CJAC
Court Executive	San Joaquin	Suburban	North	More education is required than for jails but pay is lower	DPO Issues	Retention and training	CJAC
Judge	Colusa	Rural	North	Deputy Probation Officers get paid far less than Deputy Sheriff, but more education is required	DPO Issues	Retention and training	CJAC
Public Defender	Humboldt	Suburban	North	Sees huge turnover in probation staff and insufficient training for new staff	DPO Issues	Retention and Training	CPDA
Public Defender	Humboldt	Suburban	North	Poor training for DPOs and person in Probation Dept. charged with providing training is poorly supported in his job	DPO Issues	Retention and Training	CPDA
Probation Manager – Juvenile Division	Nevada	Rural	North	In their county, suffer from "down the hill" problem where they train employees who then leave to move down hill to Placer, then Sacramento county for better \$\$	DPO Issues	Retention and training	Delinquency
Domestic Violence Researcher	San Francisco	Urban	North	Lack of training for DPOs because of such high turnover	DPO Issues	Retention and Training	Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	There are not enough resources to adequately train DPOs	DPO Issues	Retention and Training	Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Counties conduct individual DPO training – need for more coordinated effort	DPO Issues	Retention and Training	Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coast	Their county received a training grant for DPOs in domestic violence issues through a college; DV advocates and DPOs from all over the state attended.	DPO Issues	Retention and Training	Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coast	DPOs need formal and more extensive training	DPO Issues	Retention and Training	Family Violence Conference

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Probation Manager	Santa Barbara	Suburban	Central Coast	DPOs should be trained by victim advocates and coordinators of batterers treatment programs.	DPO Issues	Retention and Training	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	Manual of best training practices was developed at grant-funded training session; was the first time such a manual had been created.	DPO Issues	Retention and Training	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	High turnover is caused by the high stress level of a Domestic Violence DPO.	DPO Issues	Retention and Training	Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Probation departments need money to hire expert training consultants	DPO Issues	Retention and Training	Family Violence Conference
Deputy Probation Officer	Merced	Suburban	Central	Just took over DV caseload – is trained by supervisor	DPO Issues	Retention and Training	Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coast	DPOs are not traditionally trained in DV issues	DPO Issues	Retention and Training	Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coast	DPOs have to work beyond their trained area of expertise	DPO Issues	Retention and Training	Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Resource and training issues	DPO Issues	Retention and Training	Family Violence Conference
Deputy Probation Officer	Merced	Suburban	Central	Turnover not as high in their county	DPO Issues	Retention and Training	Family Violence Conference

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	San Luis Obispo	Suburban	Central	DPOs need competitive salaries and benefits; probation loses many DPOs to federal probation and parole, which pay about \$20,000/year more than probation.     Probation can't even compete at recruiting events     Service demands are huge but DPO salaries do not pay well	DPO Issues	Retention and Training	Family Violence Conference
Deputy Probation Officer	Placer	Suburban	North	Collaboration with DSS is awkward because probation officers make 15-20% less than social workers	DPO Issues	Retention and Training	Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Probation is losing DPOs	DPO Issues	Retention and Training	Family Violence Conference
Deputy Probation Officer	Merced	Suburban	Central	A federal prison just opened in her county; losing DPOs because of better salaries and benefits	DPO Issues	Retention and Training	Family Violence Conference
Deputy Probation Officer	Inyo	Rural	Central	He is the fourth DPO in two years to takeover a DV caseload	DPO Issues	Retention and Training	Family Violence Conference
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Probation gets grants but they can't use them because they can't fill probation positions.	DPO Issues	Retention and Training	Family Violence Conference
Judge	Los Angeles	Urban	South	<ul> <li>Training in juvenile probation is weak – philosophy moving towards corrections vs. rehabilitation</li> <li>There is no training in mental health</li> <li>Also, training at field level is needed, DPOs want to be trained but its not offered</li> <li>Many changes have been due to advocacy</li> </ul>	DPO Issues	Retention and Training	Juvenile Law Subcommittee
Deputy Probation Officer	Sacramento	Urban	North	The task force should look at the ability of probation to attract personnel.	DPO Issues	Retention and Training	SCOPO
Deputy Probation Officer	Sacramento	Urban	North	County has a 26% vacancy rate; need 25-27 more DPOs but difficult due to salary and benefits issues. Probation can't compete with other law enforcement agencies	DPO Issues	Retention and Training	SCOPO
Deputy Probation Officer	Sacramento	Urban	North	Rigid psychological testing results in a small applicant pool	DPO Issues	Retention and Training	SCOPO
Deputy Probation Officer	Sacramento	Urban	North	Benefits are not competitive	DPO Issues	Retention and Training	SCOPO

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	Sacramento	Urban	North	DPOs are required to have college degrees, sheriffs don't but they receive a 5% salary boost if they have a degree; probation doesn't.	DPO Issues	Retention and Training	SCOPO
Deputy Probation Officer	Kern	Suburban	Central	Recruitment and retention problems;  Lose individuals to state and federal law enforcement agencies due to higher salary and benefits packages  Less-experienced and educated pool of employees  Turnover very high – leave as soon as they are trained  Earn less if working full-time as opposed to part-time, due to benefits  No incentives to stay in probation department and move up the line – incentive to leave exists	DPO Issues	Retention and Training	SCOPO
SCOPO Lobbyist				It is unfortunate that minorities with BA degrees cannot be found to be DPOs – salary issue	DPO Issues	Retention and Training	SCOPO
Deputy Probation Officer	San Bernadino	Urban	South	Educational requirements have decreased because of hiring and retention problems	DPO Issues	Retention and Training	SCOPO
Deputy Probation Officer	San Bernadino	Urban	South	Salaries and benefits are low	DPO Issues	Retention and Training	SCOPO
Deputy Probation Officer	San Bernadino	Urban	South	Probation losing staff to state parole and federal probation	DPO Issues	Retention and Training	SCOPO
Deputy Probation Officer	Sacramento	Urban	North	Many hiring and retention problems, so have lowered standards for probation aides (make home calls); they only need an AA degree.	DPO Issues	Retention and training	SCOPO
Deputy Probation Officer	Alameda	Urban	North	Recruitment and retention very difficult; many officers transfer to federal probation or state parole or other counties.	DPO Issues	Retention and Training	SCOPO
Deputy Probation Officer	Alameda	Urban	North	Some upper-level managers have taken jobs as DPOs in other counties – doesn't make sense.	DPO Issues	Retention and Training	SCOPO
Deputy Probation Officer	Alameda	Urban	North	Low retention due to CPO, who is a taskmaster; the union wants to get rid of the CPO but the judges and the BOS supports	DPO Issues	Retention and Training	SCOPO
Deputy Probation Officer	Sacramento	Urban	North	1994-1999: 35% retention rate of employees; spent millions in training people who left the department	DPO Issues	Retention and Training	SCOPO
				Task force needs to consider 3% at 50 (Safety Retirement)	DPO Issues	Safety retirement	ВТВ

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Probation Manager – Juvenile Division	Nevada	Rural	North	Issue of safety retirement – major concern as there are disparities across county lines	DPO Issues	Safety retirement	Delinquency
Deputy Probation Officer	Stanislaus	Suburban	North	Ownership – DPOs want to be state employees (w/parole)	DPO Issues	Status	ВТВ
Judge	Riverside	Urban	South	We need to educate BOS	DPO Issues	Status	CJAC
Judge	Riverside	Urban	South	We need to elevate to other public safety agency	DPO Issues	Status	CJAC
Public Defender	Humboldt	Suburban	North	POs are constantly jockeying for new position, usually with county law enforcement (DPO is seen as entrée into law enforcement field, not a position to stay in)	DPO Issues	Status	CPDA
Probation Manager – Juvenile Division	Nevada	Rural	North	What probation needs to improve status is TV series	DPO Issues	Status	Delinquency
Department of Social Services	Placer	Suburban	North	The biggest problem is the pay disparity. Social workers make more than DPOs	DPO Issues	Status	Juvenile Law Subcommittee
Deputy Probation Officer	Kern	Suburban	Central	If move to state model, wants to be paid a state employee's salary	DPO Issues	Status	SCOPO
Deputy Probation Officer	Orange	Urban	South	Has been an increase in the number of employee organizations, but no organization exists to represent county employees	DPO Issues	Status	SCOPO
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Salary discrepancy exists between probation and sheriff's departments	DPO Issues	Status	SCOPO
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Need more educational requirements for DPOs;  Bill provides \$1500/year for education for police officers	DPO Issues	Status	SCOPO
District Attorney	Sonoma	Suburban	North	Juvenile services and facilities take a second place to adult facilities – money is spent on building adult jails.	Facilities		California District Attorneys Association
Chief Probation Officer	Calaveras	Rural	North	The issue of facilities should be considered by the PSTF	Facilities		CPOC
Supervisor	Ventura	Urban	Southern	Building \$65 million new facility	Facilities		CSAC
Supervisor	Madera	Rural	Central	New 70-bed JH facility being constructed	Facilities		CSAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Supervisor	Inyo	Rural	Central	If we keep building facilities, does that mean that they will keep being filled?  The goal is to keep kids in the home, build services around kids.  Planned to rent out extra beds in their JH when it was constructed, but now it is completely full.	Facilities		CSAC
Chief Probation Officer	Fresno	Suburban	Central	Infrastructure/institutions has to be part of this process – wrong that probation is left with scraps (e.g., situation where probation is taking over old jail while sheriff gets new, \$50M jail)	Facilities		Delinquency
Deputy Probation Officer	Kern	Suburban	Central	Interested in having task force look into facilities issue; has many staff vacancies at the Juvenile Hall	Facilities		SCOPO
Deputy Probation Officer	Kern	Suburban	Central	Changes in facilities population: more 5150s, more drug- and alcohol-addicted children	Facilities		SCOPO
Deputy Probation Officer	Sacramento	Urban	North	The make-up of kids in Juvenile Hall is very different than 30 years ago; 30-40% of kids are taking psychotropic medication to control their behavior.	Facilities		SCOPO
Deputy Probation Officer	Merced	Suburban	Central	Assumption exists that juvenile system works but there is a waiting list of 200 to serve JH time; the system is not effective if they don't do their time immediately because then juveniles don't understand why they're being punished.	Facilities		SCOPO
Chief Probation Officer	Santa Cruz	Urban	Northern	Crowding is a problem that needs to be improved	Facilities	Conditions of Confinement	CPOC
Chief Probation Officer	Alameda	Urban	North	Need to underline responsibility for conditions of confinement	Facilities	Conditions of confinement	Delinquency
Chief Probation Officer	Alameda	Urban	North	Need to evaluate conditions of placement/detention facilities -> never can be fixed by individual county probation departments; statewide issue that demands state focus and statewide standards	Facilities	Conditions of confinement	Delinquency
Chief Probation	Santa	Suburban	Central	Institutions are significant time bombs unsafe	Facilities	Conditions of	Delinquency
Officer	Barbara	I lab a :	Coast	for kids	Einc	confinement	Delia
Judge	Los Angeles	Urban	South	Facilities are outdated ("anti-children") and are such that juveniles adjust to criminal treatment	Facilities	Conditions of confinement	Delinquency
Deputy Probation Officer	Kern	Suburban	Central	Facilities running at 150-200% capacity  Will get more beds, might help a bit but they are taking a band-aid approach; only have enough staff to plug the holes	Facilities	Conditions of Confinement	SCOPO

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	San Bernadino	Urban	South	Institutions are chronically overcrowded	Facilities	Conditions of Confinement	SCOPO
Deputy Probation Officer	Sacramento	Urban	North	Need to address facilities issue: rampant overcrowding at CYA – dangerous for officers, high-risk situation	Facilities	Conditions of Confinement	SCOPO
Chief Probation Officer	Santa Cruz	Urban	Northern	Disproportionate minority confinement is a problem	Facilities	Disproportionate Minority Confinement	CPOC
Juvenile Court Judge	Santa Cruz	Suburban	Central Coast	Overcrowding problem – Santa Cruz took care of it through Annie E. Casey study	Facilities	Disproportionate Minority Confinement	Delinquency
Deputy Probation Officer	Kern	Suburban	Central	Run 70% non-DPOs in Juvenile Hall	Facilities	Staffing	SCOPO
Deputy Probation Officer	Kern	Suburban	Central	Impossible to maintain staffing requirements in institutions, hard to retain	Facilities	Staffing	SCOPO
Court Program Manager	Placer	Suburban	North	Need collaboration of Funding between agencies	Funding		ВТВ
Defense Attorney	Santa Barbara	Suburban	Central	Obvious when probation and Social Services not talking and fighting over money	Funding		ВТВ
Judge	Sacramento	Urban	North	Probation, low priority compared to other law enforcement entities	Funding		ВТВ
Judge	Sacramento	Urban	North	Shouldn't have to rely on grants	Funding		BTB
Mental Health	Fresno	Suburban	Central	Need to blend funding streams	Funding		BTB
State CYA				Strategies for program funding: Need to have state department or agencies, i.e. delinquency services from State Mental Health etc.	Funding		ВТВ
District Attorney	Riverside	Urban	South	Probation also administers large amounts of funds from the state and federal government that impact not just the courts, but also the entire community.	Funding		California District Attorneys Association
District Attorney				Funding issue: Problem exists when someone is responsible for funding, but they do not get input on the impact of funding; creates personnel issues, etc.	Funding		California District Attorneys Association
Court Executive	Butte	Suburban	North	County won't give money for administrative services, infrastructure. They need to do a reality check	Funding		CJAC
Court Executive	Contra Costa	Urban	North	Budget cuts in early 90s led probation to cut misdemeanor programs	Funding		CJAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Judge	Colusa	Rural	North	CPO doesn't have staff	Funding		CJAC
Judge	Riverside	Urban	South	Adult not as well funded as juvenile although both are underfunded	Funding		CJAC
Judge	Solano	Suburban	North	Probation is under-funded for what it is asked to do	Funding		CJAC
Judge	Solano	Suburban	North	Need adequate funding to solve problems with probation departments	Funding		CJAC
Judge	Santa Barbara	Suburban	Central Coast	Money isn't balanced rationally, felons are banked but grant funded misd. Are supervised and receive services	Funding		CJAC
Judge	Santa Barbara	Suburban	Central Coast	Large banked felony caseloads, not enough money	Funding		CJAC
				Look at "patch" available through AFDC/Foster care that can pay for probation placement	Funding		CPDA
Deputy Public Defender	Contra Costa	Urban	North	Surprised at statement made that juvenile probation is well funded; her belief is that decisions are made with view toward protecting budget. The AB 575 plan required by probation calls for a psych evaluation but it's often not done (and it rarely happens if it's out of the probation's budget)	Funding		CPDA
Chief Probation Officer	Lake	Rural	North	Small county – has more than 480 felons on his caseload; Prop 36 will mean he will receive funding to supervise misdemeanant drug offenders but no money to supervise serious felons – this doesn't make sense to him.	Funding		CPOC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Chief Probation Officer (retired)	Shasta	Suburban	North	<ul> <li>Sees greater distinction between the courts and county administrations in the future due to TCF</li> <li>Sources of funding are complicated and "braided" (money comes from TANF, Title IV, Social Services, Prop 172)</li> <li>Not much money comes from the General Fund</li> <li>No money comes from courts, even though Pos carry out their orders</li> <li>Funding stream complicated since probation offers such a wide array of services</li> <li>Leans toward TCF as base for funding</li> <li>Little money available for adult probation</li> <li>CPOs have to be creative, and spend a great deal of time chasing dollars; compete for grants with each other.</li> </ul>	Funding		CPOC
Chief Probation Officer	Alameda	Urban	Northern	Judges' orders have a financial impact (e.g. the case in which the firing of a CPO by a PJ caused a lawsuit to be brought against the court)	Funding		CPOC
Chief Probation Officer	Mariposa	Rural	Central	Mariposa BOS is supportive, but the system needs to be improved so that CPOs don't have to beg for funding	Funding		CPOC
Chief Probation Officer	Shasta	Suburban	Northern	Most probation departments are funded 50-70% by external sources (TANF, grants, etc.)	Funding		CPOC
Chief Probation Officer	Ventura	Urban	South	Trial Court Funding was a significant change that will continue to affect probation in the future; separation of the courts from the county will create funding problems since the BOS funds probation but does not have as much control over CPOs as they'd like.	Funding		CPOC
Chief Probation Officer	Ventura	Urban	South	A statewide system in which only one funding source exists may be an improvement in terms of consistency.	Funding		CPOC
Supervisor	Ventura	Urban	Southern	Funding is a problem	Funding		CSAC
Chief Probation Officer	Tulare	Suburban	Central	<ul> <li>Have a 210-bed facility with open beds, so sold 60 beds to the INS – created \$3.4 million in revenue; probation needs to "think outside the box"</li> </ul>	Funding		CSAC
Chief Probation Officer	Butte	Suburban	North	ERAF issues: no funding to keep people out of prison	Funding		Delinquency

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Chief Probation Officer	Santa Barbara	Suburban	Central Coast	Good to see recognition of abandonment of CPO – have crashed other funding streams (e.g., TANF) – need to address lack of resources for adults (which don't exist except for drug courts, DV courts, etc.)	Funding		Delinquency
Chief Probation Officer	Santa Barbara	Suburban	Central Coast	Big fear that when price tag of probation is realized, hope all work of task force is not lost; all other services will be affected; mental health, social services, etc all are facing funding difficulties	Funding		Delinquency
Director of Children's System of Care	Placer	Suburban	North	Need to look to Legislature to increase funding options for probation	Funding		Delinquency
Deputy Probation Officer	Santa Cruz	Suburban	North	More funding is necessary to pay DPOs more	Funding		Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coastal	Not much money goes to domestic violence caseloads, until there are several DV-related homicides.	Funding		Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coastal	Receive Modernization Fund money through TANF and Medi-Cal for adult probation	Funding		Family Violence Conference
Juvenile Court Judge	Los Angeles	Urban	Southern	Funding Issue: Due to a shortage of money, is not sure that it would be a good idea to have probation departments competing for funding on a statewide level.	Funding		Juvenile Law Institute
Juvenile Court Judge	El Dorado	Rural	Northern	Probation should be funded by the courts	Funding		Juvenile Law Institute
Juvenile Court Judge	Contra Costa	Urban	Northern	Also need to consider that probation departments would be contending with the state legislature for funding	Funding		Juvenile Law Institute
Attorney	San Diego	Urban	South	<ul> <li>Nature of funding: "Quicksand funding"</li> <li>Competition locally (funding) – must compete w/ Mental Health, DSS etc.</li> <li>Juvenile Committee must take hard look at records from their service perspective</li> </ul>	Funding		Juvenile Law Subcommittee
Referee	Los Angeles	Urban	North	Need resources and training	Funding		Juvenile Law Subcommittee
Deputy Probation Officer	Fresno	Suburban	Central	All county probation departments have different budgets and focus	Funding		SCOPO

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	San Mateo	Urban	North	Probation receives 26% of its budget from general funds – the rest is federal money	Funding		SCOPO
Deputy Probation Officer	San Bernadino	Urban	South	Problem: programs are designed to attract money, result is that money is diverted from other areas of the department, or other programs will be abandoned because resources are needed for the program that got funded	Funding		SCOPO
Deputy Probation Officer	San Bernadino	Urban	South	Received a grant for a new facility, so the BOS reduced their general funds \$ - those funds are necessary	Funding		SCOPO
Deputy Probation Officer	Kern	Suburban	Central	Department has captured many grants, so the BOS takes away their core funds; need for a stable funding base	Funding		SCOPO
Deputy Probation Officer	Kern	Suburban	Central	Over the last 20 years, general funds funding has decreased from 80% to 20%	Funding		SCOPO
Deputy Probation Officer	Kern	Suburban	Central	If move to a state model, need a plan for when officials change offices – what happens to funding?	Funding		SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	The current system does not work well because no stable system exists – fluctuates based on funding	Funding		SCOPO
Deputy Probation Officer	Merced	Suburban	Central	The public assumes that probation gets enough funding to do their jobs, and that when a judge makes an order, it is carried out by probation; this often doesn't happen.	Funding		SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	Lack of consistency in how departments are funded and directed	Funding		SCOPO
Deputy Probation Officer	Humboldt	Suburban	North	Kids in programs funded with grants get lots of services but other kids have never met Deputy Probation Officer	Funding	Grants	ВТВ
Deputy Probation Officer	Humboldt	Suburban	North	Too dependent on grant funding, not enough money & service for regular teams.	Funding	Grants	ВТВ
Deputy Probation Officer	San Diego	Urban	South	Grants - Probation, Social Services, CBO, Mental Health working togetherNeed more level playing field	Funding	Grants	ВТВ
Deputy Probation Officer	Stanislaus	Suburban	North	Grant funding is problematic	Funding	Grants	ВТВ
Court Executive	Butte	Suburban	North	CPO has brought in innovative grant programs	Funding	Grants	CJAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Court Executive	Solano	Suburban	North	Denigration of services since Prop 13 Active supervision of misdemeanors are non-existent	Funding	Grants	CJAC
Court Executive	Solano	Suburban	North	Grants – require to operate (since probation is at the bottom of the food chain)	Funding	Grants	CJAC
Court Executive	Solano	Suburban	North	Creative in obtaining grant funding; successful in diverting lots of cases away from courts. Want to preserve this under any model	Funding	Grants	CJAC
Judge	Santa Barbara	Suburban	Central Coast	Grant funding from the state and federal government tells CPO how to spend \$\$	Funding	Grants	CJAC
Judge	Santa Barbara	Suburban	Central Coast	Grants from State; drives programs/policy, then BOS, judges, grantees (State/Feds), many masters.	Funding	Grants	CJAC
Public Defender	Humboldt	Suburban	North	Describes "grant prostitution" in which well- admired CPO succeeds in getting grants, but the majority of kids aren't getting services; energy and ambition devoted to getting grants, and then a slim majority of juveniles get served	Funding	Grants	CPDA
Supervisor	Madera	Rural	Central	Problem: Grant funding  Impossible to hire FTEs if continued funding is not guaranteed  Need for more stable funding	Funding	Grants	CSAC
Deputy Probation Officer	San Bernadino	Urban	South	Probation has to chase grants; we need a stable funding source	Funding	Grants	SCOPO
Deputy Probation Officer	Kern	Suburban	Central	Have received grant money for more beds in facility, but can only fill them with people with certain characteristics – can no longer have precourt detention	Funding	Grants	SCOPO
Deputy Probation Officer	Orange	Urban	South	Preponderance of funding goes to juveniles because probation chases grants	Funding	Grants	SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	Grants are too restrictive and cause conflict within the department; give money for certain programs that the entire department should have	Funding	Grants	SCOPO
Probation Manager – Juvenile Division	Nevada	Rural	North	Interstate compact – lots of kids from other states (especially Nevada); if adjudicated in California, but child lives in Nevada, they can't transfer wardship to another state, but also can't provide any supervision	Interstate compact		Delinquency

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Court Program Manager	Placer	Suburban	North	Top leadership all meet weekly (workable in small county)	Relationships		ВТВ
District Attorney				Prosecution and law enforcement should have been on the task force.	Relationships		California District Attorneys Association
Supervisor	Solano	Suburban	Northern	Troublesome that judges and BOS never meet together; on mental health issues they meet with juvenile judges	Relationships		CSAC
Supervisor	Madera	Rural	Central	There is not a great deal of trust or information sharing between agencies	Relationships		CSAC
Supervisor	Madera	Rural	Central	Judges not engaged with BOS	Relationships		CSAC
Juvenile Judge	Contra Costa	Urban	Northern	The Trial Court Employees Act has brought new areas of liability to the courts, but we can't let the threat of lawsuits scare us. Judges have to learn management.	Relationships		Juvenile Law Institute
				Need to address issue of children with dual status (241.1 dual status) explore staying 300 or 602	Relationships	Dual Status	ВТВ
Attorney (children in Dependency)	El Dorado	Rural	North	Services are for 300 kids and not 602s (Placement vs. Services)	Relationships	Dual Status	ВТВ
Department of Social Services	Sacramento	Urban	Central	241 proceeding once child is done with 602 no way to go back to 300 or home. Therefore kept in placement	Relationships	Dual Status	ВТВ
Department of Social Services	San Joaquin	Suburban	Central	241.1	Relationships	Dual Status	BTB
Deputy Probation Officer	San Diego	Urban	South	System for 300/ 600 cross over	Relationships	Dual Status	ВТВ
Judge	Santa Clara	Urban	North	Standing Court Order, exchange of information among service providers & work well together (some cases go from 600 system to 300 system)	Relationships	Dual Status	ВТВ
Attorney (children in Dependency)	El Dorado	Rural	North	Services are punitive, with 300 they are rehabilitative	Relationships	Dual Status	ВТВ
Department of Social Services	Placer	Suburban	North	Statutorily Services are available to 300 and 600 kids but services aren't provided in 600, this is bad policy	Relationships	Dual Status	ВТВ
Attorney (children in Dependency)	El Dorado	Rural	North	Neighboring counties need to coordinated/pool funding	Relationships	Organizational structure	ВТВ

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Department of Social Services	Inyo	Central	Rural	Fragmentation isn't working. Need state leadership as to what works with these kids	Relationships	Organizational structure	ВТВ
Deputy Probation Officer	Humboldt	Suburban	North	Juvenile and adult should be separate (Juvenile appointment by Juvenile PJ, adult by Court Presiding Judge)	Relationships	Organizational structure	ВТВ
Deputy Probation Officer	Stanislaus	Suburban	North	Probation should follow state model based on DSS – state level agency with county and regional offices (Good local relationship)	Relationships	Organizational structure	ВТВ
Judge	Sacramento	Urban	North	Approval Process SF method of appointing separate CPO for adult and juvenile services interesting, may not make sense to keep adult and juvenile together	Relationships	Organizational structure	ВТВ
Probation Manager	San Luis Obispo	Suburban	Central	Need to create a state probation department, currently there is a lack of state leadership. This hurts probation in terms of money and legislation	Relationships	Organizational structure	ВТВ
Probation Manager	San Luis Obispo	Suburban	Central	No mechanism to make statewide change	Relationships	Organizational structure	ВТВ
Probation Manager	San Luis Obispo	Suburban	Central	There is a need for coordination between counties	Relationships	Organizational structure	ВТВ
Probation Manager	San Luis Obispo	Suburban	Central	Difference between juvenile and adult and within department they compete for money	Relationships	Organizational structure	ВТВ
State CYA				Legislative support at state level is needed to advocate for probation	Relationships	Organizational structure	ВТВ
District Attorney	Riverside	Urban	South	Concerned about who funds probation, its structure, and where responsibilities lie.	Relationships	Organizational Structure	California District Attorneys Association
Assistant Court Executive	Fresno	Suburban	Central	We ask probation to do so much, maybe it should be broken up Institutions: County Services (Court, pre and post): Court	Relationships	Organizational structure	CJAC
Court Executive	Riverside	Urban	South	Local system creates disparity from county to county in services and resources	Relationships	Organizational structure	CJAC
Court Executive	Santa Clara	Urban	North	Break up probation  Custody – Should remain with county Services with court	Relationships	Organizational structure	CJAC
Court Executive	Santa Clara	Urban	North	Should parallel with Sheriff and MOU for services.  Cost-effective way of doing business Level of service may go up Look at jurisdictions where probation does juvenile	Relationships	Organizational structure	CJAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Court Executive	Santa Clara	Urban	North	If probation services were realigned, how would the money be handled? MOE, dealing with revenue source? Similar to TCF	Relationships	Organizational structure	CJAC
Deputy Public Defender	Santa Clara (formerly in San Joaquin County)	Urban (formerly in suburban county)	North (formerly in central)	Questions rotation system from adult to juvenile is any thought given to specialization in certain fields?	Relationships	Organizational Structure	CPDA
Chief Probation Officer	Santa Barbara	Suburban	Central Coast	Would advocate for greater integration of adult/juvenile probation services (doesn't agree that two departments should be separated) – better equipped to address intergenerational cycles of crime if departments are integrated	Relationships	Organizational structure	Delinquency
Judge	Los Angeles	Urban	South	Recommends separating adult and juvenile probation services	Relationships	Organizational structure	Delinquency
Judge	Los Angeles	Urban	South	Criticizing SYSTEM, not PEOPLE	Relationships	Organizational structure	Delinquency
Judge	Plumas	Rural	North	Must separate adult and juvenile probation services	Relationships	Organizational structure	Delinquency
Juvenile Judge	Los Angeles	Urban	Southern	The separation between juvenile and adult probation doesn't make sense to him – the two departments should be merged into one.	Relationships	Organizational Structure	Juvenile Law Institute
Juvenile Judge	Contra Costa	Urban	Northern	Model for consideration: partnership between the courts, probation, and the CDC (parole)	Relationships	Organizational Structure	Juvenile Law Institute
Commissioner	San Mateo	Urban	North	Need leadership from the top to change attitudes about how we view our children	Relationships	Organizational Structure	Juvenile Law Subcommittee
Deputy Probation Officer	San Bernadino	Urban	South	If a move is made to a TCF model, don't take away local oversight, don't abandon programs, and don't force them to hire certain types of employees	Relationships	Organizational Structure	SCOPO
Deputy Probation Officer	Orange	Urban	South	Need for a central agency to iron out differences between counties (i.e. if 18 year olds can be placed in juvenile hall, etc.)	Relationships	Organizational Structure	SCOPO
Deputy Probation Officer	Orange	Urban	South	Should look at Connecticut – Have a unified police department	Relationships	Organizational Structure	SCOPO
Deputy Probation Officer	Orange	Urban	South	We have a state parole department; we should look at that model since salaries and benefits are uniform throughout the state	Relationships	Organizational Structure	SCOPO
Deputy Probation Officer	San Diego	Urban	South	Training of DPOs and CBOs is key	Relationships	Probation to CBOs	ВТВ
Deputy Probation Officer	San Diego	Urban	South	Can't have success with out CBO partnership	Relationships	Probation to CBOs	ВТВ

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
СРО	Ventura	Urban	Southern	CBOs are better suited to provide services than probation officers	Relationships	Probation to CBOs	CPOC
Judge	Riverside	Urban	South	Big concern is liability issue. Subjects Board/County to liability	Relationships	Probation to County	CJAC
Judge	Solano	Suburban	North	Educate BOS about work of Probation	Relationships	Probation to County	CJAC
Judge	Solano	Suburban	North	Probation gets less than DA and sheriff	Relationships	Probation to County	CJAC
Judge	Plumas	Rural	North	Keep independent/autonomy of county; makes it more flexible to local needs	Relationships	Probation to County	Delinquency
Defense Attorney	Santa Barbara	Suburban	Central	Judge needs to be involved	Relationships	Probation to Court	ВТВ
Judge	Sacramento	Urban	North	Multi-Disciplinary Teams – since probation part of court, they participate, hard to get Sheriff and Police involved	Relationships	Probation to Court	ВТВ
Court Executive	Fresno	Suburban	Central	Timelines of Probation Violation notification are inadequate	Relationships	Probation to Court	CJAC
Judge	Alameda	Urban	North	Functions of probation sometimes not consistent with neutrality of court – need to consider! Can't be an "arm" of court for that reason	Relationships	Probation to Court	CJAC
Judge	Riverside	Urban	South	Probation Department-functions as eyes and ears of court:  Gets information about charge and appropriate consequences (sentence, etc.)  Ensures that defendant/youth complies with orders and notifies court if not complying  Court reports provide necessary information  Assist court in carrying out orders of court and notifying if defendant is not complying.  Probation and Social Services-regarding juveniles, probation's job is to develop juvenile delinquency prevention programs; make appropriate referrals; should work collaboratively	Relationships	Probation to Court	CJAC
Judge	Riverside	Urban	South	Legitimate concern is that Courts haven't been good at overseeing and supervising CPO	Relationships	Probation to Court	CJAC
Judge	Riverside	Urban	South	Professionalism in Court Executive area has bled over into CPO	Relationships	Probation to Court	CJAC
Deputy Public Defender	Placer	Suburban	North	Referees are especially vulnerable to the influence of the POs and others -> don't challenge DPO or county counsel and will always go along with the recommendations to preserve job	Relationships	Probation to Court	CPDA

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Public Defender	Santa Clara (formerly in San Joaquin County)	Urban (formerly in suburban county)	North (formerly in central)	Sees lack of discretion – probation viewed as arm of the court	Relationships	Probation to Court	CPDA
Chief Probation Officer	Alameda	Urban	North	Is concerned that judges may be unaccustomed to negotiating (a skill required in administration); if probation moves under the courts, she would like the Judicial Council to provide management and training to judges	Relationships	Probation to Court	CPOC
Supervisor	Solano	Suburban	Northern	PJ and Juvenile PJ very cooperative	Relationships	Probation to Court	CSAC
Chief Probation Officer	Butte	Suburban	North	Some judges don't care if orders are enforced	Relationships	Probation to Court	Delinquency
Chief Probation Officer	Butte	Suburban	North	Lots of pressures on probation; judge makes orders, expect it to happen without engaging in the delivery of day-to-day operations	Relationships	Probation to Court	Delinquency
Judge	Los Angeles	Urban	South	Courts should appoint CPO for juvenile and should direct the department	Relationships	Probation to Court	Delinquency
Judge	Los Angeles	Urban	South	Prepared to work to make changes	Relationships	Probation to Court	Delinquency
Juvenile Court Judge	Santa Cruz	Suburban	Central Coast	Judges have to support CPO	Relationships	Probation to Court	Delinquency
Deputy Probation Officer	Merced	Suburban	Central	Department has good relationships with the courts because DPOs are in the courts (court officers), and the judges take the DPO's opinions into account.	Relationships	Probation to Court	Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Probation is an arm of the court – it should be funded by the state.	Relationships	Probation to Court	Family Violence Conference
District Attorney	Sonoma	Suburban	North	Courts are looked upon differently than District Attorneys offices, since although DAs are funded by the counties, at least one voice advocates for DAs. There is a lack of leadership in the courts.	Relationships	Probation to Court and County	California District Attorneys Association
				CPO should be elected (Power like District Attorney, Sheriff)	Relationships	Probation to Court and County	ВТВ
				Budget should be with Presiding Judge not the Board	Relationships	Probation to Court and County	ВТВ
Court Program Manager	Placer	Suburban	North	Sees probation as an arm of the court	Relationships	Probation to Court and County	ВТВ

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	Humboldt	Suburban	North	Probation needs to be arm of court	Relationships	Probation to Court and County	ВТВ
Judge	Sacramento	Urban	North	Separation of powers is an issue when considering appointing authority	Relationships	Probation to Court and County	ВТВ
Judge	Sacramento	Urban	North	Can't separate money from appointment	Relationships	Probation to Court and County	ВТВ
Judge	Santa Clara	Urban	North	CPO should be selected by court, needs to be responsible to court.	Relationships	Probation to Court and County	ВТВ
District Attorney	Riverside	Urban	South	In my county, the court is not interested in being involved in issues outside of the administration of justice; the Board of Supervisors is more interested in community issues.	Relationships	Probation to Court and County	California District Attorneys Association
District Attorney	Merced	Suburban	Central	Have a new, very good Chief Probation Officer, but the fact that the courts controls him is a problem. The courts often ignore mandates, and they are not included in the probation reports.	Relationships	Probation to Court and County	California District Attorneys Association
District Attorney	Sonoma	Suburban	North	Has a very good relationship with the CPO, but looking down the road, can see that as a result of Trial Court Funding, the Supervisors perceive that the courts are out of the loop; they have a parasitic relationship. There is resentment about the way the Court Executive Officers handle personnel relationships. If probation separates from the county, the counties might resent probation more since it is funded by the counties but is supervised by the courts.	Relationships	Probation to Court and County	California District Attorneys Association
Judge	Santa Barbara	Suburban	Central Coast	CPO has many masters	Relationships	Probation to Court and County	CJAC
Court Executive	Butte	Suburban	North	Court appoints but BOS evaluates with judicial input	Relationships	Probation to Court and County	CJAC
Court Executive	Butte	Suburban	North	Probation is 2nd Class Citizen  Stuck between BOS and court without advocate  Dysfunctional – BOS sets price; serve at will of judges  Neither county nor court has taken ownership (similar to Ct Exec before TCF)	Relationships	Probation to Court and County	CJAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Court Executive	Contra Costa	Urban	North	<ul> <li>Gaps in supervision of CPO (due to cycles of Juvenile Presiding Judge) lead to lack of continuity</li> <li>Accountability will increase if there is greater continuity in leadership</li> <li>Better for court to supervise but need continuity and leadership</li> </ul>	Relationships	Probation to Court and County	CJAC
Court Executive	Marin	Suburban	North	BOS and Court work together  Board retains formal appointment authority, but works jointly with court  Board evaluates CPO  Board sees budget as driving other costs (jails)/probation budget linked to other county services	Relationships	Probation to Court and County	CJAC
Court Executive	Riverside	Urban	South	Counties may be rewarded (like facilities) if the gave short shrift to services.	Relationships	Probation to Court and County	CJAC
Court Executive	Solano	Suburban	North	Solano County BOS- one that sought legislation to change appointment authority due to relationship  CPO w/ BOS; resolved through joint evaluation of CPO by CAO and panel of judges  Probation (function is related to court; funded by county	Relationships	Probation to Court and County	CJAC
Court Executive	Solano	Suburban	North	Washington state may be model where probation is unit/organization department under court	Relationships	Probation to Court and County	CJAC
Judge	Riverside	Urban	South	BOS approached by judges to seek legislation to put CPO under CAO in that county; court adamantly opposed. Then and audit followed. Result was a Probation Oversight Committee (1994). Still in place, meets periodically, evaluates CPO	Relationships	Probation to Court and County	CJAC
Judge	Riverside	Urban	South	CPO has to answer to court to get needed services	Relationships	Probation to County	CJAC
Judge	Riverside	Urban	South	In 7 counties where BOS appoints, do they have greater funding? This would argue for having BOS appoint CPO	Relationships	Probation to Court and County	CJAC
Judge	Santa Barbara	Suburban	Central Coast	BOS doesn't treat CPO as well as BOS- appointed management, therefore CPO needs support from sheriff etc.	Relationships	Probation to Court and County	CJAC
Judge	Solano	Suburban	North	CPO should be under court and held accountable	Relationships	Probation to Court and County	CJAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Judge	Solano	Suburban	North	If you look at specialized courts, very expensive – should be under court, not board	Relationships	Probation to Court and County	CJAC
Judge	Solano	Suburban	North	Have Probation Committee with involvement of supervisors.  Role of Probation Committee – looks at operations, timeliness, etc.	Relationships	Probation to Court and County	CJAC
Chief Probation Officer	Lake	Rural	North	<ul> <li>CPOs pulled in two different directions: judges' demands for more supervision don't meet the desires of the BOS, who do not allocate enough resources</li> <li>Has had to answer to many masters for many years</li> </ul>	Relationships	Probation to Court and County	CPOC
Chief Probation Officer	Nevada	Rural	North	Works for many masters – wants to be with the courts	Relationships	Probation to Court and County	CPOC
Chief Probation Officer	Nevada	Rural	North	Has a good working relationship with judges, but lot of political hurdles exist with regard to the BOS – has seen 5 BOS members come and go in 4 years	Relationships	Probation to Court and County	CPOC
Chief Probation Officer	Nevada	Rural	North	Judges know far more about daily operation of his department than the BOS	Relationships	Probation to Court and County	CPOC
Chief Probation Officer	Alameda	Urban	North	Probation is "whipsawed" by being in the middle of the counties and the courts; many demands/mandates from judiciary, county and CAO	Relationships	Probation to Court and County	CPOC
Chief Probation Officer	Napa	Suburban	North	If the economy worsens, so will the problem of probation serving two masters	Relationships	Probation to Court and County	CPOC
Chief Probation Officer	Trinity	Rural	Northern	People have mentioned the high costs of placing probation under the courts, but we need to consider the loss of manpower and time spent chasing dollars and grants; a state system could end up saving a lot of money in the longrun.	Relationships	Probation to Court and County	CPOC
Supervisor	Ventura	Urban	Southern	Probation has a good relationship with the courts – the courts select the CPO but the BOS has veto power; system works well	Relationships	Probation to court and county	CSAC
Supervisor	Madera	Rural	Central	BOS has budget control of probation, but no responsibility because the court requires/demands something different; the courts have no budget control	Relationships	Probation to court and county	CSAC
Supervisor	Tulare	Suburban	Central	Tulare has a rocky relationship with the courts  Lack of administrative capabilities at the court level  Have a good CPO, works well with CAO	Relationships	Probation to court and County	CSAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Chief Probation Officer	Butte	Suburban	North	Structural problem – failure of advocacy; judges have allowed probation departments to atrophy, haven't permitted probation to maintain funding/stature of other agencies (i.e., welfare, social services)	Relationships	Probation to Court and County	Delinquency
Chief Probation Officer	Butte	Suburban	North	CAOs have same problem with elected officials (as with CPOs) – responsibility for department, but no authority over who is elected as department head; not sure if "fixing" the appointment system will help anything	Relationships	Probation to Court and County	Delinquency
Chief Probation Officer	Butte	Suburban	North	Sees juvenile as ward of court, CPO as officer of court; following logic, probation should reside where it belongs (with court)	Relationships	Probation to Court and County	Delinquency
Chief Probation Officer	Fresno	Suburban	Central	Please solve problem of having to serve two masters – needs independence of TCF models, supports this bud would require judges to stand behind probation	Relationships	Probation to Court and County	Delinquency
Chief Probation Officer	Fresno	Suburban	Central	Would like to see judges' support when probation goes before BOS	Relationships	Probation to Court and County	Delinquency
Chief Probation Officer	Sacramento	Urban	North	As TCF is perfected, tension between court and county will increase and CPO will be thrust further into tense, stressful situation	Relationships	Probation to Court and County	Delinquency
Chief Probation Officer	Sacramento	Urban	North	Liability – independently elected officials have resulted in enormous settlements; don't let CPO settlement in Lassen County drive decision about appointment authority	Relationships	Probation to Court and County	Delinquency
Chief Probation Officer	Sacramento	Urban	North	Appointment of CPO started out as catalyst, going beyond operation of system, means revision of law; appears to be larger task than was original envisioned and may require a more long-term examination; don't let other stuff "dangle," just do CPO	Relationships	Probation to Court and County	Delinquency
Deputy Chief Probation Officer	Shasta	Suburban	North	Bring probation under TCF, make probation employees part of "court executive" staff (now disparity in salaries, etc. following TCF between court and probation employees)	Relationships	Probation to Court and County	Delinquency

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Chief Probation Officer	Shasta	Suburban	North	Case in Lassen County (CPO fired by PJ, settled with county for \$2.3M – issue of liability) is not valid basis for change to governance structure; need to look at that as isolated incident – concerned that this is a push for county to take over probation	Relationships	Probation to Court and County	Delinquency
Director of Children's System of Care	Placer	Suburban	North	Bring probation into trial court funding model	Relationships	Probation to Court and County	Delinquency
Judge	Plumas	Rural	North	CPO is difficult position due to governance relationship: funding from the county and direction from the court	Relationships	Probation to Court and County	Delinquency
Judge	Plumas	Rural	North	Who controls the budget should control services	Relationships	Probation to Court and County	Delinquency
Juvenile Court Judge	Contra Costa	Urban	Northern	It is impossible to manage an agency whose employees are hired by one agency and controlled by another; current practice violates the first rule of management	Relationships	Probation to Court and County	Juvenile Law Institute
Judge	Sonoma	Suburban	North	Appointment authority should be commission – equitable solution: body pays bills and courts both have say-so but Court should have veto power (right of refusal)	Relationships	Probation to Court and County	Juvenile Law Subcommittee
Chief Probation Officer	Fresno	Suburban	Central	Hopes the work of the PSTF will be a reality check for the courts. Thinks that the courts will realize that probation does work for the courts, and hopes that the courts will stand behind probation.	Relationships	Probation to Courts	СРОС
Juvenile Judge from Indiana	Indiana			Juvenile judges hire and fire the CPO, run probation facilities and services; works well for them  But recognizes that it is difficult for judges to learn management and administration; these skills are not taught in law school  This model would require a new area of responsibility from judges	Relationships	Probation to Courts	Juvenile Law Institute
Chief Probation Officer	Shasta	Suburban	Northern	Predicts the status quo; thinks probation will report to both the BOS and the court but the system will become mandatory	Relationships	Probation to Courts and County	CPOC
Chief Probation Officer	Shasta	Suburban	Northern	Probation should move either entirely under the BOS or the courts	Relationships	Probation to Courts and County	CPOC
Chief Probation Officer	Shasta	Suburban	Northern	Wants a quasi state agency under the court system to be in charge of probation	Relationships	Probation to Courts and County	CPOC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Chief Probation Officer	Shasta	Suburban	Northern	Wants to shift to TCF model – court administration of probation would not be that expensive, if only the responsibility for court-related aspects of probation are shifted to the courts	Relationships	Probation to Courts and County	CPOC
Chief Probation Officer	Shasta	Suburban	Northern	Workload standards can't be created under the county model, due to individual funding streams	Relationships	Probation to Courts and County	CPOC
Juvenile Court Judge	Los Angeles	Urban	Southern	Wants county level control over probation; concerned that the state is taking over control of the courts	Relationships	Probation to Courts and County	Juvenile Law Institute
Juvenile Court Judge	El Dorado	Rural	Northern	The courts should appoint and control the CPO; state control would be more stable and less susceptible to local political changes	Relationships	Probation to Courts and County	Juvenile Law Institute
Deputy Probation Officer	Fresno	Suburban	Central	TCF hasn't had much of an effect on probation yet; perhaps more stable due to court unification	Relationships	Probation to Courts and County	SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	Moving to court-ordered collaboration with law enforcement	Relationships	Probation to Other Collaborative County Agencies	SCOPO
Attorney	San Francisco	Urban	North	Problems with District Attorney not following through	Relationships	Probation to Other Collaborative County Departments	ВТВ
Defense Attorney	Santa Barbara	Suburban	Central	State should spend money to get everyone together to talk	Relationships	Probation to Other Collaborative County Departments	ВТВ
Department of Social Services	Placer	Suburban	North	Probation needs to work with Social Services etc.	Relationships	Probation to Other Collaborative County Departments	ВТВ
Department of Social Services	Placer	Suburban	North	Shared placements	Relationships	Probation to Other Collaborative County Departments	ВТВ

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Department of Social Services	Placer	Suburban	North	Work together and be collaborative (Probation and Social Services)	Relationships	Probation to Other Collaborative County Departments	ВТВ
Department of Social Services	Sacramento	Urban	Central	CPS/Probation have good relationshipMulti- disciplinary teams	Relationships	Probation to Other Collaborative County Departments	ВТВ
Department of Social Services	San Joaquin	Suburban	Central	Doesn't work together	Relationships	Probation to Other Collaborative County Departments	ВТВ
Department of Social Services	San Joaquin	Suburban	Central	Local community agencies needs to talk to one another (works better when everyone works together)	Relationships	Probation to Other Collaborative County Departments	ВТВ
Judge	Santa Clara	Urban	North	Social Services & probation work well together (history of probation in dependency)	Relationships	Probation to Other Collaborative County Departments	ВТВ
Mental Health	Fresno	Suburban	Central	Important to have partnerships (Social Services, Mental Health, Education, Probation)	Relationships	Probation to Other Collaborative County Departments	ВТВ
Social Worker	Los Angeles	Urban	South	Probation needs to get feedback from ancillary services (PD Officer, DA, DSS, Mental Health, Education)	Relationships	Probation to Other Collaborative County Departments	ВТВ
Social Worker	Los Angeles	Urban	South	Little coordination of services; need to consider all services	Relationships	Probation to Other Collaborative County Departments	ВТВ

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
District Attorney				DAs would like Victim/Witness Units to be in their office, not in probation departments. Close to 20 units in the state are located in the probation departments of that county, while in the other counties they are located in the District Attorney's office.	Relationships	Probation to Other Collaborative County Departments	California District Attorneys Association
District Attorney	Merced	Suburban	Central	Prosecution should be involved in the task force.	Relationships	Probation to Other Collaborative County Departments	California District Attorneys Association
СРО	Shasta	Suburban	Northern	Hopes that the significant statutory role of each county's Juvenile Justice Commission is not ignored by the PSTF	Relationships	Probation to Other Collaborative County Departments	CPOC
CPO	Alameda	Urban	Northern	Spends a great deal of time defining "probation" and "parole" to legislators; what will happen if probation becomes a state agency – will it be incorporated into parole?	Relationships	Probation to Other Collaborative County Departments	CPOC
Supervisor	Tehama	Rural	Northern	Sees cooperation between probation and county agencies; Social Services and Mental Health work with probation to get better results	Relationships	Probation to other collaborative county departments	CSAC
Supervisor	Solano	Suburban	Northern	Probation has been whipsawed; will meet with Juvenile Justice Coordinating Council to establish goals jointly on budget/appointment issues, what probation officers should do	Relationships	Probation to Other Collaborative County Departments	CSAC
Deputy Probation Officer	Merced	Suburban	Central	The District Attorney, victim/witness advocates, and DPOs are beginning to evaluate programs together; the group meets weekly to collaborate.  This system should be statewide	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	Probation department has vertical and horizontal collaboration – DPOs work with other officers at other levels of supervision and experience, and they collaborate with Mental Health to get wraparound services.	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	Santa Cruz	Suburban	North	Probation department starting to work with other social service agencies.	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	Probation's success depends largely on which service providers it partners with	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	Collaboration between agencies is needed	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference
Deputy Probation Officer	Placer	Suburban	North	County has children's system of care – made up of interdisciplinary teams between DSS and probation	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference
Deputy Probation Officer	Merced	Suburban	Central	Probation works well with CPS and employment development programs	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference
Deputy Probation Officer	Placer	Suburban	North	CPO meets weekly with the PJ; they find money to get DPOs (they have 5 DPOs from mental health money)  Collaboration is essential	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference
Deputy Probation Officer	Placer	Suburban	North	Probation has developed a system of care for adults and juveniles in collaboration with DSS	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coastal	Department collaborates a lot with DSS and Mental Health, but mainly in juvenile probation.	Relationships	Probation to Other Collaborative County Departments	Family Violence Conference

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Attorney	San Diego	Urban	South	Need communication between probation, social services, MH etc.	Relationships	Probation to Other Collaborative County Departments	Juvenile Law Subcommittee
Department of Social Services	Placer	Suburban	North	<ul> <li>Integration of probation and social service is the key to the system.</li> <li>Probation needs to align itself with social services to get services</li> <li>Would permit access to services from any angle</li> </ul>	Relationships	Probation to Other Collaborative County Departments	Juvenile Law Subcommittee
Judge	Los Angeles	Urban	South	<ul> <li>Probation needs to works with Dependency system</li> <li>Probation needs to work more closely with dependency system, outside of special projects</li> <li>Needs to work better on 241.1 issues</li> <li>Need systemic change</li> <li>Probation has slipped into the stepchild role</li> </ul>	Relationships	Probation to Other Collaborative County Departments	Juvenile Law Subcommittee
Referee	Los Angeles	Urban	North	<ul> <li>Public Defenders are not child advocates</li> <li>PDs are rotated and don't understand services and unique role</li> </ul>	Relationships	Probation to Other Collaborative County Departments	Juvenile Law Subcommittee
Social Worker/Service Provider	Los Angeles	Urban	South	Invite Providers in; Wrap around services; need to provide preventative Services	Services		ВТВ
				Services needed related to gangs	Services		BTB
Attorney	San Francisco	Urban	North	Focus on end of spectrum (gangs) rather than beginning (truancy) – need to address needs and front-end- truancy courts	Services		ВТВ
Attorney (children in Dependency)	El Dorado	Rural	North	Need to give kids goals other than "Going Home" or turning 18	Services		ВТВ
Department of Social Services	Sacramento	Urban	Central	Wraparound Services pilot (5 year with control) is working well	Services		ВТВ
Deputy Probation Officer	Humboldt	Suburban	North	DPO visits the home, school, etc. not just office visits	Services		ВТВ
Deputy Probation Officer	Humboldt	Suburban	North	There are few services offered in the home	Services		ВТВ

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	Humboldt	Suburban	North	Gang Units - Left to police not probation	Services		ВТВ
Deputy Probation Officer	Stanislaus	Suburban	North	Need to provide more supervision and supervision in the community, not the office	Services		ВТВ
Deputy Probation Officer	Stanislaus	Suburban	North	Informal probation is a joke	Services		ВТВ
Social Worker/Service Provider	Los Angeles	Urban	South	Need to keep kids with family whenever possible	Services		ВТВ
State CYA				AB 575 – probation needs to provide services but no money	Services		ВТВ
District Attorney	San Francisco	Urban	North	Is the PSTF looking at victim restitution issues and how probation departments can collaborate with the Board of Control and Franchise Tax and other agencies to improve victim restitution?	Services		California District Attorneys Association
District Attorney	Sonoma	Suburban	North	Dichotomy exists between adult and juvenile services, since different statutes govern each division. Prop 21 will intensify this dichotomy.	Services		California District Attorneys Association
Court Executive	Contra Costa	Urban	North	Collection/compliance unit created under court, contract with probation services	Services		CJAC
Court Executive	Solano	Suburban	North	Intervention works, especially with juveniles.  Want to preserve this under any model	Services		CJAC
Judge	Colusa	Rural	North	Issues don't change with size of county—rural counties face same probation-related issues as medium and large counties (see comments at CJAC)	Services		CJAC
Judge	Riverside	Urban	South	Drug Court (Adult/Juvenile) is successful.  Probation has been innovative in the area of Domestic Violence	Services		CJAC
Judge	Riverside	Urban	South	Juvenile services – some good programs (e.g. Home Supervision) due to overcrowding in Juvenile Hall	Services		CJAC
Judge	Santa Barbara	Suburban	Central Coast	Probation does guardianship investigation – seems misplaced	Services		CJAC
Judge	Riverside	Urban	South	The Court has taken over collection; has assumed responsibilities because probation doesn't have staff to do it (misdemeanor & felony). Restitution can be collected with fees, fines and forfeitures	Services		CJAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Judge	Solano	Suburban	North	Restitution – another major issue; no follow up done	Services		CJAC
Chief Probation Officer	Ventura	Urban	South	Negative aspects of TCF model: scope of probation services would have to narrow.	Services		CPOC
Chief Probation Officer	Napa	Suburban	North	The number of services offered will decrease if the economy worsens	Services		CPOC
Chief Probation Officer	Ventura	Urban	Southern	The scope of probation services needs to be narrowed. People hold unrealistic expectations regarding probation's ability to provide a great deal of services; need to mainly focus on court issues and supervision of probationers	Services		CPOC
CAO	Del Norte	Rural	Northern	Probation officers should be in schools, visiting homes (along with Social Services and Mental Health)	Services		CSAC
Chief Probation Officer	Tulare	Suburban	Central	Have had much success privatizing electronic monitoring services  Have successfully reduced banked caseload from 5,000 to 1,000  Cost savings huge – offenders pay for monitoring service, the county supervises the service.	Services		CSAC
Domestic Violence Researcher	San Francisco	Urban	North	Probation has been given a big job from PC 1203.097	Services		Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	DPOs are allowed to be present in treatment programs to answer client questions, etc.	Services		Family Violence Conference
Deputy Probation Officer	San Luis Obispo	Suburban	Central	DPOs not allowed to be present in treatment programs in their county.	Services		Family Violence Conference
Deputy Probation Officer	San Luis Obispo	Suburban	Central	A DPO's relationship with probationers is what matters most in terms of a probationer's progress.	Services		Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	San Francisco has a specialized court for juvenile DV cases.	Services		Family Violence Conference
Juvenile Court Judge	Los Angeles	Urban	Southern	Need for more services in probation; juveniles are a second thought.	Services		Juvenile Law Institute
Deputy Probation Officer	Placer	Suburban	North	Probation's main job is to supervise felony probationers; 94% of clients are felons  Can't get too wrapped up in special projects	Services		SCOPO

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	San Mateo	Urban	North	In addition to felony probationers, probation also needs to supervise and rehabilitate misdemeanants so they don't get further into the system.	Services		SCOPO
Deputy Probation Officer	Orange	Urban	South	Need to look at what doesn't work – example of how Prop 36 came about	Services		SCOPO
Deputy Probation Officer	Merced	Suburban	Central	DPOs too busy putting out fires	Services		SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	A study was conducted and asked if in anything has really changed in probation over the last 30 years. Conclusion was that focus hasn't really changed.  Innovative programs are really just repeats from the 1970s (e.g. probation officers on campus)	Services		SCOPO
Chief Probation Officer	Mariposa	Rural	Central	Unfortunate that there are no services for adult felony probationers, since probation can work if there is enough funding and supervision	Services	Adult	CPOC
Chief Probation Officer	Santa Cruz	Urban	Northern	Lack of adult supervision	Services	Adult	CPOC
Chief Probation Officer	Santa Cruz	Urban	Northern	BOS funds juvenile programs rather than adult programs	Services	Adult	CPOC
Deputy Probation Officer	Alameda	Urban	North	Need more resources for adults, have too many banked caseloads	Services	Adult	SCOPO
Chief Probation Officer	Butte	Suburban	North	2/3 of caseload is adults; everyone is happy with adult drug courts, but all they are is old-fashioned probation	Services	Adults	Delinquency
Deputy Probation Officer	San Diego	Urban	South	High need for risk assessment	Services	Assessment	ВТВ
Private Defense Counsel	Alameda	Urban	North	No individualized assessment is provided	Services	Assessment	CPDA
Probation Manager	Santa Cruz	Suburban	North	Their county uses Santa Barbara's risk management assessment tool	Services	Assessment	Family Violence Conference
Attorney	San Diego	Urban	South	Develop book listing services and collaboration	Services	Best Practices	Juvenile Law Subcommittee

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Court Program Manager	Placer	Suburban	North	Cross supervision of probation and social services and education; Co Located; Much quicker by working together	Services	Collaboration	ВТВ
Mental Health	Fresno	Suburban	Central	Assess Community resources (don't have enough court resources so you need to work with community)	Services	Collaboration	ВТВ
Probation Manager	Placer	Suburban	North	7 years probation and Social Services working together (Co-Located)—this works well	Services	Collaboration	BTB
Assistant Chief Probation Officer	Lake	Rural	North	Developmentally disabled often slip through cracks (i.e., placement, responsibility) – especially difficult in smaller counties; if criminal petition is dismissed, the kid is shipped off to CPS (not appropriate placement)	Services	Developmentally Disabled	Delinquency
Deputy Probation Officer	Santa Cruz	Suburban	North	Probation has the most information related to domestic violence treatment programs.	Services	Domestic Violence	Family Violence Conference
Deputy Probation Officer	Merced	Suburban	Central	No tolerance DV caseload is very intense; DPO is on call 24 hours/day, victims call in to report on status of offender; the program is effective, though.	Services	Domestic Violence	Family Violence Conference
Deputy Probation Officer	Merced	Suburban	Central	Spouses and children of probationers come to DPOs with problems; DPO meets with victims at least once a month, probationers twice a month.	Services	Domestic Violence	Family Violence Conference
Attorney	San Francisco	Urban	North	Educational needs of kids in 602 and 300; look at models in Nevada County	Services	Education	BTB
Attorney	San Francisco	Urban	North	In MontereySchool got grant to fund truancy program on campus (Deputy Probation Officer at School)	Services	Education	ВТВ
Deputy Probation Officer	San Diego	Urban	South	Education – attending schools should be <b>key</b> to probation	Services	Education	ВТВ
Deputy Probation Officer	San Diego	Urban	South	It is a disservice to kids to not deal with truancy	Services	Education	ВТВ
Deputy Probation Officer	San Diego	Urban	South	Need legislation regarding 601 to make sure kids go to school	Services	Education	ВТВ
Mental Health	Fresno	Suburban	Central	Contract for services regarding truancy, mentoring, working with schools.	Services	Education	ВТВ
Judge	Los Angeles	Urban	South	Need to improve quality of education	Services	Education	Delinquency

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Public Defender	Humboldt	Suburban	North	Great frustration that programs (i.e., those funded by special grants) are not proven; no empirical evidence that they work	Services	Evaluation	CPDA
Public Defender	Humboldt	Suburban	North	Concept of "wraparound" services viewed by PDs as "runaround" services, they have never been brought in to discuss or evaluate	Services	Evaluation	CPDA
Judge	Los Angeles	Urban	South	Need qualitative assessment of current programs	Services	Evaluation	Delinquency
Probation Manager	Santa Cruz	Suburban	North	A case manager started certifying programs that worked, but has since stopped since lack of staff resources	Services	Evaluation	Family Violence Conference
Probation Manager	Santa Cruz	Suburban	North	<ul> <li>Doesn't feel qualified to evaluate programs and models</li> <li>Has a conflict of interest – can't audit and evaluate programs         <ul> <li>Would be beneficial to have state organization that audits programs, so individual counties don't have to do them.</li> </ul> </li> <li>Need technical support from outside department.</li> </ul>	Services	Evaluation	Family Violence Conference
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Probation officers need to go to programs unannounced to evaluate them in order to get results/maintain standards	Services	Evaluation	Family Violence Conference
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Their department uses Santa Clara's program evaluation standards	Services	Evaluation	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	Probation department has a manual, but no standards that lay out what the programs are supposed to accomplish	Services	Evaluation	Family Violence Conference
Deputy Probation Officer	Santa Cruz	Suburban	North	Inadequate DPO training	Services	Evaluation	Family Violence Conference
Deputy Probation Officer	Fresno	Suburban	Central	"Defining Success" doesn't work: definition based on many things, recidivism, etc.; battle over what makes a successful program  "Models" of success don't work – often, they declare a 100% success rate because they don't fail anyone	Services	Evaluation	SCOPO
Attorney, Youth Law Center				Effects of parents on parole/probation – look at this (the number of kids is huge)	Services	Family	Juvenile Law Subcommittee

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Public Defender	Riverside	Urban	South	Concern about services for juvenile girls: they are often held in Juvenile Hall two times as long as boys (approx. 4-5 months for girls vs. 1½ - 3 months for boys; need to develop more placement options for female juvenile population	Services	Girls	CPDA
Chief Probation Officer	Santa Cruz	Urban	Northern	Services that need to be addressed/improved: lack of programs for girls	Services	Girls	CPOC
				Lack of psychiatrists, 10% of children in juvenile hall are on meds, resulting in recidivism	Services	Mental health	BTB
Judge	Sacramento	Urban	North	Local Mental Health facilities need locked and not locked Pre and Post	Services	Mental health	BTB
Judge	Shasta	Suburban	North	In mental health issue of kids in delinquency  Mental Health in juvenile hall - positive impact  Mental Health working well with probation	Services	Mental Health	ВТВ
Mental Health	Fresno	Suburban	Central	Merger of Mental Health and Social Services has had positive impact	Services	Mental Health	BTB
Mental Health	Fresno	Suburban	Central	Mental Health staff in juvenile hall and boot camps	Services	Mental Health	BTB
Assistant Chief Probation Officer	Lake	Rural	North	Mental health has major impact on probation departments due to placements in CPS	Services	Mental health	Delinquency
Director of Children's System of Care	Placer	Suburban	North	Recognition that there is little in the way of resources for juvenile mental health/treatment services	Services	Mental health	Delinquency
Judge	Los Angeles	Urban	South	Need for better and more mental health services in camps	Services	Mental Health	Delinquency
Probation Manager – Juvenile Division	Nevada	Rural	North	Desperate need for therapy, but bureaucracy (paperwork, etc) burdens service providers	Services	Mental health	Delinquency
Juvenile Court Judge	El Dorado	Rural	Northern	There are no mental/physical health services because the BOS doesn't want to fund them.	Services	Mental health	Juvenile Law Institute
Attorney, Youth Law Center				Mental health/probation – collaboration is hopeful.	Services	Mental Health	Juvenile Law Subcommittee
Defense Attorney	Santa Barbara	Suburban	Central	Outside service placement problem	Services	Placement	BTB
Defense Attorney	Santa Barbara	Suburban	Central	Special needs kids end up in juvenile hall for weeks or months waiting for placement	Services	Placement	ВТВ
Department of Social Services	Sacramento	Urban	Central	Difficulty with placements: Some placements prefer 602's because of juvenile hall threat	Services	Placement	ВТВ
Deputy Public Defender	Contra Costa	Urban	North	If child is approaching majority, a placement often is not sought (or they go to Youth Authority)	Services	Placement	CPDA

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Public Defender	Riverside	Urban	South	Need to identify better placement options for smart kids with drug problems. Now only two options: (1) go to program where there is access to public school (academics OK, but no good treatment programs; or (2) in-house school (academics not challenging enough, but no access to drugs)	Services	Placement	CPDA
Deputy Public Defender	Riverside	Urban	South	Insufficient services for juveniles with fire-setting history: private facilities won't take them due to liability, so they go to YA or go home	Services	Placement	CPDA
Deputy Public Defender	Riverside	Urban	South	Placement reviews: not terribly thorough or insightful; she keeps tabs on kids and can often provide the court with more specifics about a juvenile's situation than the DPO can (i.e., the contact between the DPO and the kid is limited)	Services	Placement	CPDA
Assistant Chief Probation Officer	Lake	Rural	North	Practice of having to pay for CYA commitments affects how the department is run; major impact on what services are paid at the local level; county now having to keep more violent children or those who have exhausted all other resources (and who formerly, pre sliding-scale fee, would have been sent to CYA)	Services	Placement	Delinquency
Assistant Chief Probation Officer	Lake	Rural	North	If judges were responsible for the budget, would decisions be different (like CYA commitments??); may result in more thought going into decisions; now care for child is often secondary – decision based primarily on financial factors	Services	Placement	Delinquency
Chief Probation Officer	Santa Barbara	Suburban	Central Coast	<ul> <li>Need to look at cost of operation, construction is expensive but may be worth it — shouldn't have to worry about financial aspects of placement decisions</li> <li>Especially concerned about group home industry</li> </ul>	Services	Placement	Delinquency
Public Defender	Humboldt	Suburban	North	Public defenders are not brought into planning process; they are required to learn about new programs after the fact (e.g., Juvenile Drug Court) – no funds provided for PD services, but there is additional money for probation	Services	Planning	CPDA

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Public Defender	Riverside	Urban	South	Need to develop alternate in-home placement programs for families with very specific problems -> lack of school attendance (often due to child care issues, transportation, indigence) kids end up in placement even though it's not necessary	Services	Pre-Placement Options	CPDA
Deputy Public Defender	Riverside	Urban	South	Sees desperate need for more emphasis on home-based programs	Services	Pre-Placement Options	CPDA
Juvenile Court Judge	Santa Cruz	Suburban	Central Coast	At-home/community programs need to be developed, with focus on proven programs	Services	Pre-placement options	Delinquency
CAO	Del Norte	Rural	Northern	Would like to see the task force weigh in on the importance of prevention vs. incarceration	Services	Preventiion	CSAC
Department of Social Services	Placer	Suburban	North	Primary prevention and intervention is crucial Many don't get services until it's too late	Services	Prevention	ВТВ
Supervisor	Tulare	Suburban	Central	Need to stress the importance of prevention, since it costs almost as much to run an unoccupied Juvenile Hall as an occupied one.	Services	Prevention	CSAC
Deputy Probation Officer	San Mateo	Urban	North	Fallacy exists that you prevent adult crime by stopping juvenile crime, since most adult criminals start committing crimes at age 25	Services	Prevention	SCOPO
Deputy Public Defender	Riverside	Urban	South	Inconsistency in disposition report vs. what court officer recommends before court (Court DPO will agree with the judge, even thought it's inconsistent with the disposition recommendation)	Services	Probation Reports	CPDA
Deputy Public Defender	Santa Clara (formerly in San Joaquin County)	Urban (formerly in suburban county)	North (formerly in central)	Probation reports are part of the problem; it usually consists of the DPO taking the "worst" out of the police report and perpetuates it, and these "facts" become part of the record	Services	Probation Reports	CPDA
Public Defender	Marin	Suburban	North	Need to examine strengths- or assets-based approach to probation and include more positive statements in probation reports (see Dennis Maloney on this subject)	Services	Probation Reports	CPDA
Probation Manager – Juvenile Division	Nevada	Rural	North	Need to streamline system, not getting resources delivered	Services	Service providers	Delinquency
Court Program Manager	Placer	Suburban	North	Drug Courts, successfully work together also Day Reporting, center, Domestic Violence Court	Services	Specialty Courts	ВТВ
Judge	Riverside	Urban	South	DV courts, judge is doing job of DPO; need that role fulfilled to do field services, interventions, referral to family services, etc.	Services	Specialty Courts	CJAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Judge	Santa Barbara	Suburban	Central Coast	Specialty courts grew out of probation not supervising certain groups (drug courts). Circular system, maybe moving back	Services	Specialty courts	CJAC
Judge	Santa Clara	Urban	North	Services are inconsistent	Services	Standards	BTB
Probation Manager	San Luis Obispo	Suburban	Central	Need Service Standards	Services	Standards	ВТВ
Domestic Violence Researcher	San Francisco	Urban	North	Meetings between counties are needed to establish standards	Services	Standards	Family Violence Conference
Deputy Probation Officer	Sacramento	Urban	North	Need to standardize services statewide, then allow for local discretion for some programs	Services	Standards	SCOPO
Deputy Probation Officer	Merced	Suburban	Central	No standard of supervision	Services	Standards	SCOPO
Deputy Probation Officer	Humboldt	Suburban	North	Drug Rehab Low success but typical of such programs	Services	Substance Abuse	ВТВ
Judge	Solano	Suburban	North	Prop 36 will create problems. Create new cases/ We need to consider this	Services	Substance abuse	CJAC
Supervisor	Ventura	Urban	Southern	Prop 36 impacts: hope will provide infrastructure for prevention	Services	Substance Abuse	CSAC
Chief Probation Officer	Butte	Suburban	North	Facing landslide of impact on probation services with Prop 36	Services	Substance Abuse	Delinquency
Judge	Los Angeles	Urban	South	Sees insufficient drug treatment and lack of coordination	Services	Substance Abuse	Delinquency
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Every DV offender in the county has a DPO	Services	Supervision	Family Violence Conference
Probation Manager	Santa Barbara	Suburban	Central Coastal	When the economy worsens, the first question asked is usually, "which programs are mandated?"  • Supervision levels are discretionary; supervision gets cut in the budget because it is not mandated.	Services	Supervision	Family Violence Conference
Deputy Probation Officer	San Luis Obispo	Suburban	Central	Because of staff shortages, only the most high risk cases can be supervised – others have to be banked.	Services	Supervision	Family Violence Conference
Judge	Los Angeles	Urban	South	Need to develop transition services when kids leave camps that involve parents	Services	Transition	Delinquency

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Public Defender	Marin	Suburban	North	Need to provide greater assessment in juvenile halls not much provided for juveniles in detention (issues of health, education, and mental health); quality of education inadequate -> need to examine application of individualized plans	Services in Juvenile Hall	Assessment	CPDA
Deputy Probation Officer	Stanislaus	Suburban	North	Computerized system to check on kids because probation doesn't have access	Technology		ВТВ
State CYA				Need data on treatment needs	Technology		BTB
Supervisor	Solano	Suburban	Northern	Need to integrate technology; DPO should be able to look in one place for all information related to a family	Technology		CSAC
Supervisor	Solano	Suburban	Northern	Would like to see automation and technological innovation – no more writing on 3x5 cards	Technology		CSAC
Deputy Probation Officer	Humboldt	Suburban	North	Juvenile probation, not aligned with law enforcement in same way as happens with adult	Vision for Probation		ВТВ
Deputy Probation Officer	Humboldt	Suburban	North	Multidisciplinary teams, place in juvenile, maybe not with adult	Vision for Probation		ВТВ
Deputy Probation Officer	Stanislaus	Suburban	North	Law enforcement is an issue, but DPO need to enforce orders	Vision for Probation		ВТВ
Judge	Santa Clara	Urban	North	Losing rehabilitation, becoming law enforcement—tone is enforcement, may be appropriate with adult but not with juvenile	Vision for Probation		ВТВ
Judge	Santa Clara	Urban	North	Hiring DPOs with criminal justice background, rather than social services	Vision for Probation		ВТВ
District Attorney	Riverside	Urban	South	Probation's scope is very large – the community needs to be involved.	Vision for Probation		California District Attorneys Association
Supervisor	Madera	Rural	Central	Probation Department based on law enforcement model – shouldn't be.	Vision for Probation		CSAC
Supervisor	Madera	Rural	Central	There has recently been a shift in paradigm with the increase in drug courts and the passage of Prop 36  Need to expand probation's scope  Need to rename probation department?	Vision for probation		CSAC

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Chief Probation Officer	Sacramento	Urban	North	One option is name change for probation to change negative connotation: e.g., "community corrections," but there are other options	Vision for Probation		Delinquency
Juvenile Court Judge	Santa Cruz	Suburban	Central Coast	Need to elevate public's perception of probation; now viewed as soft on crime ("Oh, he only got probation")	Vision for Probation		Delinquency
Domestic Violence Researcher	San Francisco	Urban	North	Need community role in criminal justice system	Vision for Probation		Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Probation's scope needs to expand to serve victims and offenders with wraparound services	Vision for Probation		Family Violence Conference
Domestic Violence Researcher	San Francisco	Urban	North	Probation needs to have an interdisciplinary approach	Vision for Probation		Family Violence Conference
Commissioner	San Mateo	Urban	North	Legislation has demonized children and the response has been to make probation part of law enforcement	Vision for Probation		Juvenile Law Subcommittee
Judge	Sonoma	Suburban	North	Even where local jurisdiction wants more rehabilitation state moving away from rehabilitation. For example in Sonoma developed plans for juvenile hall – Board of Corrections wants beds only; and took out clinic/treatment areas, etc.	Vision for Probation		Juvenile Law Subcommittee
Referee	Los Angeles	Urban	South	<ul> <li>Need to recognize that DPO has to be both law enforcement AND social service, therefore DPO plays dual role.</li> <li>Much like an attorney in the dependency system.</li> <li>Probation needs to work on both roles</li> </ul>	Vision for Probation		Juvenile Law Subcommittee
Referee	Los Angeles	Urban	South	Goal is rehabilitation - These kids have the same needs as kids in dependency but there is also a community protection component.	Vision for Probation		Juvenile Law Subcommittee
Referee	Los Angeles	Urban	North	History of probation: 25 years ago dependency was stepchild and now it has switched Probation doesn't have advocate in the system	Vision for Probation		Juvenile Law Subcommittee
Deputy Probation Officer	Fresno	Suburban	Central	Original definition of probation was to help people; now, it is a dumping ground for people who don't go to jail	Vision for Probation		SCOPO

Stakeholder	County	County type	Region	Comment	Theme/Topic	Subtopic	Outreach Event
Deputy Probation Officer	Fresno	Suburban	Central	Can't treat all probationers the same because some are very dangerous – must define who clients are and the role of probation.	Vision for Probation		SCOPO
Deputy Probation Officer	San Mateo	Urban	North	Originally, probation was able to intervene so people don't commit more crimes; now, POs are cops or social workers – they can't intervene so people don't commit more crimes.	Vision for Probation		SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	Need to define probation's role	Vision for Probation		SCOPO
Deputy Probation Officer	Fresno	Suburban	Central	Probation's role has changed county by county, CPO by CPO, legislative term by legislative term	Vision for Probation		SCOPO
Deputy Probation Officer	Merced	Suburban	Central	The public doesn't understand probation's role because it differs so much between counties	Vision for Probation		SCOPO
Assistant Court Executive	Los Angeles	Urban	South	Probation is stepchild of criminal justice system.  Not sure if situation would change under model where court oversaw probation	Vision of Probation		CJAC
Assistant Court Executive	Los Angeles	Urban	South	Perception is that probation is less; lock 'em up! Public thinks getting probation is getting off. Money would still not flow to probation. It's extremely difficult.	Vision of Probation		CJAC
Judge	Santa Barbara	Suburban	Central Coast	Need to look at original purpose of probation	Vision of Probation		CJAC
Judge	Solano	Suburban	North	Evaluated status of CPO (like that of DA)	Vision of Probation		CJAC

## APPENDIX E

Probationer Roundtable Discussion Summary

### ADULT PROBATIONER THEMES

### **General Comments**

After visiting a rural northern county, a suburban central county, and an urban southern county, it appears that adult probationers share similar concerns about probation. While no one likes being on probation, most adults have expressed that probation has helped them to solve their problems, especially those that are in specialized treatment programs, such as drug court, substance abuse treatment, and batterers treatment programs. These programs for the most part are intensive (at the beginning of substance abuse treatment the probationer must attend classes and be drug-tested up to three times per week), last from six months to over a year, and provide counseling services. Many adults that were on probation as juveniles reported that probation has improved over the years with regard to the provision of services and their treatment by their probation officer.

A common perception among adults is that probation is a money-making venture for the state, and most probationers think that their fines are very high. The conditions of their probation necessitate their participation in numerous programs, and fines and fees become expensive quickly. Probation should offer more flexible payment plans and reduce finance charges; one probationer reported having to pay a thirty-dollar finance charge on a two hundred dollar fine. Some probationers also feel that they are forced to contribute to funds that are not related to their offense. For example, one adult that committed a victimless crime did not understand why she had to contribute to a victim's fund.

Many probationers feel that probation makes excessive and unrealistic demands – that they are forced to jump through too many hoops. Several probationers have noted the difficulty of juggling all of their terms of probation; they have to either have a full-time job or be a full-time student, go to meetings, treatment, get drug-tested, take care of children, etc. It was suggested that probation should offer child care or child care stipends, as finding child care while at court or in treatment is very difficult and expensive. Generally, probationers think that they are sentenced to excessive amounts of community service. However, there is consensus that probationers feel a greater sense of accomplishment if they are able to participate in building projects or projects that affect their community, rather than activities such as highway or dump clean-up.

Many adults and juveniles are unaware of legal procedures, such as how to petition to remove a felony from their record, and of their conditions of probation, such as whether they have a curfew. They expressed a desire for better access to information about their

case and the law, and felt that their public defenders and probation officers did not do a very good job of explaining their conditions of probation, and offenses for which they could be given a violation.

The difficulty that probationers experience in finding and retaining a job was noted several times. It is difficult to maintain a full-time job when probation demands participation in treatment programs and classes; it was also noted that probation carries a strong stigma with employers. Probation conditions such as travel restrictions and the prohibition of entering establishments that sell liquor have interfered with some probationer's employment, and one adult reported losing several valuable contracts because she would be required to travel outside California. Several adult probationers have mentioned that they wish their probation officer had helped them more to find jobs.

Some probationers feel that the conditions of their probation infringe on the rights of others. For example, one probationer's wife may not drink in their home since the husband is not allowed to have alcohol in the home.

#### **Probation Officers**

While most adult probationers like their probation officers, almost everyone had witnessed or experienced an officer treating someone with a lack of respect and/or abusing his/her power, and many requested that probation officers and department staff (such as receptionists) be given personal skills training. One adult commented that whenever she drops off her monthly check-in report, the receptionist treats her well based on her appearance but then starts to treat her rudely when she realizes that she is on probation.

Many probationers feel that probation needs to establish a means of reporting complaints about a probation officer's inappropriate behavior. When one probationer tried to report a probation officer's rudeness to a child's grandparents to a supervisor, she was denied. When she told her own probation officer about the inappropriate behavior, she perceived that her probation officer was upset, yet accustomed to hearing such reports. By the same token, probationers feel that good probation officers should be recognized and rewarded more often. Probationers are very appreciative of their probation officer's efforts to write letters of recommendation for prospective employers and to get their children back from a spouse or from the Department of Social Services.

Several probationers perceive that the more they improve, the more probation officers punish them for minor violations; they feel that the closer they get to completing their programs or getting off probation, their probation officers find minor reasons to give them violations. Instead, they would like to be rewarded for performing well and to be given more incentives, such as getting their felonies reduced or removed from their records.

They feel that their probation officers should mainly be concerned with major violations of their probation, instead of picking on small errors. Several probationers mentioned the fact that their probation officers sometimes abuse their power by threatening them with incarceration for minor violations; they feel that certain officers like to demonstrate their power over probationers.

While it doesn't bother some probationers that probation officers are armed, others feel that they should not wear their guns in a business setting. The latter group perceives that wearing guns in their offices is an unnecessary reminder of a probation officer's power.

Several probationers commented that probation needs to be more personalized; they don't like being treated like a case number. Probationers often have long lists of conditions, some of which are often not applicable to their offense. For example, several adults mentioned having to attend substance abuse treatment classes such as Narcotics or Alcoholics Anonymous when they did not have a substance abuse problem.

Some probationers have had numerous probation officers; they feel that they have been transferred from officer to officer too much. Others have never met their probation officer or have met him/her only once. Many adults understand that probation officers have enormous caseloads, and they request the addition of more officers so that their probation officers have more time to focus on their individual cases. One probationer commented that his probation officer was unprepared in court and didn't have current information about his case. He felt that his probation officer's mistake was unfairly taken out on him in subsequent unpleasant encounters with the officer, since he perceived that the officer was humiliated when the judge received the correct documents from the probationer himself.

It has been widely observed that the attitude and approach of the individual probation officer is a very important factor in the success of a program and the progress of individual probationers. Many adults and juveniles expressed appreciation for probation officers that make an effort to make a program work for them.

#### **Probation Services**

Successful programs share several components; these programs employ a counseling-based approach, have strong staff support, intensive drug testing, and last from three months to one year. Conversely, ineffective programs employed the use of videos, role-playing, or were lecture-style classes in which probationers did not perceive that the staff were dedicated to helping them.

The majority of probationers expressed that intensive substance abuse treatment programs, including residential treatment centers, were effective at keeping them off drugs. Alcoholics or Narcotics Anonymous programs are seen as effective by some probationers and as ineffective by others. Many adults take advantage of the educational services (GED and college classes) of one substance abuse program, but feel that the program's drug testing schedule is inconvenient. They suggest having extended hours to accommodate people with jobs, having more restrooms by utilizing the staff restroom, or allowing clients to test at alternative locations (such as a police station), as testing can sometimes take several hours if many people are called in for drug tests. Several adults in this program report logistical difficulties in getting to their meetings and classes on time, an offense for which several have been given violations. They feel that their probation officers should be more flexible in this area, since the majority of the adults take public transportation and often live or work far from the meeting location.

In many cases anger management classes were evaluated poorly; they were compared negatively to traffic school and DUI classes. Many probationers reported that the manner in which the classes are conducted is counter-productive; many classes involve role-playing, where participants are given a situation and told to express their anger by shouting. They have expressed that the treatment method is not helpful, since they are trying to control their anger instead of expressing it.

A counseling-based batterers treatment program was perceived as being very helpful and effective; many participants attributed a profound personal change to the class and to the counselor. Most participants felt that the counselor really cares about their progress, and that he is more flexible regarding rescheduling classes than other counselors. The class typically lasts one year, but it can last longer if the counselor doesn't feel that the student's treatment has been successful; the counselor calls the students' partners frequently to ask for updates on their behavior at home. One student was self-referred.

Drug court is very highly regarded, due to the individual efforts of and the effective collaboration between the participants' counselors, probation officers, and the drug court judge. Many participants mentioned that the demeanor of their drug court counselor played a big role in their success in the program, and an effective support structure was identified as being a very important factor in the success of the individuals. Participants were grateful that their charges are pending while they are in drug court, and that they are dismissed upon successful completion of the program. Life skills classes are considered to be helpful in looking for a job, since they include resume-writing and interviewing skills training.

### **Public Defenders**

There is a general consensus among probationers that public defenders have not been very helpful to them, and that in most cases their public defenders did not explain their probation orders to them well. One probationer misunderstood her orders and felt that she was tricked; she chose to go to jail instead of enrolling in a treatment program because the treatment program lasted longer, but when she was released from jail she discovered that she had to go to the treatment program anyway.

### The Courts

Some probationers feel that the courts are unfair and favor incarceration over treatment. One probationer that could not afford an attorney felt that she was not treated respectfully by the court because she was representing herself. One participant in the batterers treatment program felt that some judges discriminate against men and always rule in favor of women, even if the woman is charged with battering the man.

### JUVENILE PROBATIONER THEMES

### **General Comments**

Like adult probationers, juveniles in northern rural, central suburban, and southern urban counties share similar concerns about probation, despite location and demographic differences. In all three counties, many more programs and services exist for juveniles than for adults. Several juveniles mentioned that probation is helpful because it deters them from re-offending, and that their probation officers have been helpful in helping them solve their problems. In a day treatment center, the probation officers offer wraparound services and conduct home visits and family counseling sessions to help families work through their problems; the officers that conduct these visits are very well-respected by the children.

Many juveniles report having family members on probation or parole. In one group, four out of five juveniles have family members on probation; one child's father is serving three life sentences in prison, her uncle is also incarcerated, and her brothers are on probation. It is also common for juveniles to have family members or friends in gangs. One juvenile had been given a violation for associating with a gang member, but it was because his cousin, a gang member, was at his family's house for Thanksgiving dinner; he felt that this violation was very unfair.

Overall, juvenile probationers feel that public defenders are not very helpful; one juvenile was told to answer "yes" to the judge's questions even though he didn't understand them. Many juveniles feel that their public defender did not explain their conditions of probation to them well either, and several juveniles were unclear as to whether they have a curfew, what time it is, what type of clothing is prohibited, etc.

Several probationers commented that the police target and hassle minorities for no reason. They report that white officers detain them while walking down the street, and feel that the police looks for excuses to pull over cars with African-Americans or Asian-Americans in them.

### **Probation Officers**

In most cases, probationers have had a probation officer that was helpful. They understand that probation officers are trying to help them, and appreciate when their probation officer gives them chances to improve instead of incarcerating them right away, and when their probation officer arranges social outings.

Like adult probation, the success of individual programs in having a positive impact on the juvenile is largely dependent on the personalities of the program's staff, and their ability to make a connection with the children. Juveniles give higher evaluations to programs when they feel that the staff really care about them and their families.

However, juveniles identified ways in which they thought their relationship with their probation officer could be improved. Some probationers feel that probation officers engage in favoritism and hold double standards, unfairly punishing certain individuals for certain violations that they overlook with other kids. Many juveniles comment that they would like to be rewarded for completing the often numerous conditions of their probation. Probation officers do not praise them for doing well – they are rewarded by not having to see their probation officer as much.

Like adults, juveniles feel that the closer they get to completing their terms of probation, the harder their probation officer tries to violate them for a minor offense. They would prefer that probation officers focus on major violations instead of punishing them for minor offenses.

Many juveniles have had several probation officers in a short period of time and dislike how often their probation officers change. Many probationers have never met their probation officer or have only met him/her once. Some juveniles in Juvenile Hall do not feel that their "outside" probation officers are helpful; their probation officers frequently do not return their phone calls.

Another common comment was that probation officers often do not provide probationers with sufficient information about their case and do not clearly explain their terms of probation to them. Some juveniles are not sure what they are allowed or not allowed to do, and when asked, several probationers reported that they have not been told by their probation officer where they will be placed after leaving Juvenile Hall.

### **Probation Services**

In the three counties visited, more services and programs exist for juveniles than for adults. On several occasions, juveniles report that they would like to have more family and one-on-one counseling, field trips, programs for teenagers, and more job/vocational skills training.

One probationer had been on probation in two counties and reported that their probation departments were very different. He feels that some probation departments are much stricter and supervision is more intensive in some counties than in others.

A couple of probationers were enrolled in sex offender classes, and they felt that the class was helpful in teaching about personal boundaries, sexual harassment, and the harm they caused to their victims.

Most juveniles feel that anger management classes are not helpful.

### Effective Programs

While opinions of programs varied based on individual experience, several recurring components were identified as being helpful to juveniles. Again, the personality of the program staff or probation officer plays a large role in the evaluation of that program. Programs that last 90 days or more are described as more effective than short-term programs. Several probationers said that they prefer small classes and programs, and feel that they are more effective for this reason.

One-on-one counseling is helpful, as well as art therapy. Wraparound services are effective at addressing the needs of children and their parents. Juveniles feel that home visits and family counseling by probation officers are helpful and help juveniles work out problems with their parents. Children think highly of programs that collaborate with community-based organizations like the Boys and Girls Club.

Employment programs are very helpful because they help teenagers write resumes, interview, and find a job in an area that interests them. In one program, the probation department finds conditional employment for the juvenile, and they are normally hired by the employer after they have worked there for a trial period and are recommended by their probation officer.

A prevention/intervention program for girls is very well evaluated; girls like vocational and life skills training classes, counseling, and field trips with other girls.

Substance abuse treatment programs such as residential group homes and juvenile drug court are thought of as being very effective. Many juveniles felt that group homes were helpful in that they were taught responsibility and how to get along with their peers. Frequent drug testing is a deterrent to using drugs.

Educational programs that offer incentives like earning more credits to do more work motivate kids to work harder.

Trust-building activities such as the ropes course are well-liked.

### Substance Abuse Programs

Juvenile drug court is very effective at getting kids off drugs. Many juveniles hope to participate in the program. However, it was mentioned that it is very discouraging to have to start the program from the beginning if a participant relapses. Probationers feel that they should be penalized, but should not have all of their good time in the program erased if they relapse; they feel that this penalty is too harsh and makes them feel so far from completing the program that they start using drugs regularly again.

Drug programs that are targeted toward people their own age are more effective. Attending Alcoholics or Narcotics Anonymous with adults is less helpful, because they do not relate as well to older people with substance abuse problems. Residential treatment programs are effective. Allowing the police to give a probationer a breathalizer test at any time is a good deterrent against drinking.

Some juveniles feel that chemical dependency classes are useful, but others will continue to drink alcohol and use drugs after getting off probation. In boot camp, most kids had used drugs but were not receiving substance abuse treatment classes, even though they exist. Drug videos are ineffective; they are repetitive and boring.

### **Gang Intervention**

Gang intervention programs are seen as ineffective – many juveniles reported that they will continue to associate with gangs after completing the class, since most of their outside friends belong to gangs.

Probationers in gangs mentioned that it is very difficult to stop associating with gangs if family members belong to the gang, and that it is also difficult to stop associating with past friends, especially if they live in the same neighborhood, attend the same school, etc.

### Institutions

Juveniles feel that they learn to be better criminals in juvenile hall, and that they fight because they are confined with many people in a small space. Probationers feel that they should attend regular high school instead of institutional schools whenever possible, so that they receive positive reinforcement from teachers and are exposed to positive role models; they think that confining many people together that have committed crimes is a bad idea. Juveniles feel that they do not receive sufficient support from teachers in institutions.

Several probationers feel that time served in institutions should count starting at the time of their arrest, and that they should get credit towards their sentence for time served. Juveniles would prefer to be placed on electronic monitoring rather than be in Juvenile Hall.

Juvenile Hall doesn't help people with drug programs; people that have substance abuse problems need to go to a treatment facility and receive services for several months in order to be able to resist drugs. Group substance abuse classes in the hall are boring and ineffective; they consist of watching movies about the dangers of using drugs.

Girls would like to be separated by age in Juvenile Hall like the boys; they feel that having all age groups together causes problems, since younger girls are less mature and often provoke older girls. Girls would also like more sports programs in facilities.

Juvenile Hall needs more life skills classes to ensure that teenagers can get jobs and don't return to the hall. They would also like longer family visits and counseling.

Juveniles feel that staff in the institutions provoke them and engage in favoritism. Probationers also think there is a need for more drug counselors and young probation officers, since they relate to younger people better. They feel that more probation officers in general are needed because their probation officers are overworked; more officers would be helpful since kids wouldn't have to spend as much time in Juvenile Hall waiting for placements.

Medical clinics in institutions are bad; girls must place a sick call and wait until the next day to be treated. Many feel that the clinic staff are unskilled.

In boot camp, juveniles feel that it is unfair to penalize the entire group when one person misbehaves.

#### Education

Almost everyone agreed that schoolwork in institutions and in alternative schools is easy, but allows them to catch up. Most facilities and treatment centers offer GED or diploma programs. Almost all juveniles would like to return to regular schools.

In Juvenile Hall, students are graded more on their behavior in class than on the quality of work that they complete. They receive credits based on the number of individual packets of work that they complete. Teachers do little or no instruction, since students are at different grade and skill levels. Many feel that the teacher does not have time or does not care enough to help them individually; others report that help is available, but they are not motivated to ask for it.

Volunteer mentors come to a girls treatment facility and help them with schoolwork; the girls feel that the volunteers are better teachers than the teacher in the facility, whom they describe as being sarcastic and unhelpful.

Most juveniles think that they have been assessed for educational needs.

## APPENDIX F

# Administrative Office of the Courts Acknowledgments

## JUDICIAL COUNCIL OF CALIFORNIA ADMINISTRATIVE OFFICE OF THE COURTS

Hon. Ronald M. George Chief Justice of California Chair, Judicial Council of California

WILLIAM C. VICKREY

Administrative Director of the Courts

RONALD G. OVERHOLT Chief Deputy Administrative Director

MICHAEL BERGEISEN

General Counsel

DIANE NUNN

Director, Center for Families, Children & the Courts

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LESLEY ALLEN
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DAG MACLEOD

CAROLYN MCGOVERN
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ALLISON SCHURMAN
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JENNY TANG

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